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CPAC'S NATIONAL THEME FOR 1969:

COMMUNITY PLANNING Review Revue CANADIENNE D'URBANISME

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COVER COMMENT

Saint John, N.B., is a good example of a community taking CPAC's 1969 national theme into account in its urban renewal program. See page 5 for the story.

COMMENTAIRE SUR NOTRE COUVERTURE

Par son programme vigoureux de rénovation urbaine, Saint-Jean, N.B., nous donne un bon example d'une ville qui prend compte du thème national de l'ACU pour 1969.

Allan G. Moffatt, P.Eng., CPAC's new national president, was born and educated in Toronto, graduating with a B.Sc. degree in civil engineering from the U. of T. prior to service in the Royal Canadian Engineers during World War II. He now lives with his wife Nancy and three children in Winnipeg, and is active in the business, community and church life not only of that city but of the nation.

Formerly chairman of the Manitoba Division of CPAC, Mr. Moffatt has served on this Association's National Council for the past four years. In 1967, while national vice-president, he was chairman of the Saint Benoit-du-Lac Thinking Conference which formulated CPAC's new statement of objectives.

A member of several Canadian and American professional organizations, Mr. Moffatt has been a strong advocate of a continuing educational program for Canadian engineers. He is presently chairman of the Commission on Renewal in the Anglican Church in the Diocese of Rupertsland.

Mr. Moffatt was deputy engineer for the Township of Etobicoke from 1946 to 1958, at a time when it was one of the fastest growing communities in North America. During this period he gained diversified experience in the fields of planning and engineering. In 1958 he joined the consulting engineering firm of Haddin, Davis and Brown Co. Ltd. as a partner and moved to Winnipeg as resident manager. In 1965 this firm and Crowther McKay Ltd. merged to form Reid, Crowther and Partners Ltd., a company which now employs 300 persons in offices in Vancouver, Calgary, Red Deer, Edmonton, Regina, Winnipeg, Thompson and Toronto.

As a partner, vice-president and regional manager of this company's Manitoba division, Mr. Moffatt initiated one of the first multi-disciplinary planning groups in Canada, incorporating such disciplines as architecture, engineering, sociology, economics and geography. He has travelled extensively in South America and the Orient and this year made an inspection tour of single-enterprise northern communities in Great Britain, the Scandinavian countries and Russia, including portions of Siberia.

The President's page

IN THIS first issue of the REVIEW since my election as National President of the Community Planning Association of Canada, I would like to comment on the exciting new challenges we face as a national citizens' voluntary organization, and appeal to all our members to become more involved in promoting CPAC's objectives locally, provincially and nationally.

A year ago my predecessor, Professor Graham Murray, explained in this space that CPAC hoped in 1968 to institute programs which would materially assist Canadians "to improve the quality of the environment in which people live." During the past year CPAC has made significant progress towards achieving this long-range objective.

By continuing to explore and spell out the evolutionary changes we must make in our program and our operating structure, we have evolved a plan of action for 1969 based on the national theme "Building Human Values Into the Community." Those of you who participated in our National Planning Conference in Victoria, B.C., a few weeks ago realize this is by no means an easy theme to develop, but one which needs to be studied in every Canadian community where so-called traditional social and moral concepts no longer apply for many citizens.

National Council committees on Membership, chaired by Dr. Harold Baker, and on Program Development, chaired by Mr. Claude Langlois, worked diligently throughout the year on two nation-wide surveys. These surveys probed deeply into the internal structure of the Association, its operational strengths and/or weaknesses, its financial problems and needs, individual members' evaluation of and hopes for CPAC, and your opinions regarding priority areas of concern in planning at various jurisdictional levels.

Recommendations arising from the findings of these committees thus provide the basis for CPAC's proposed long and short-term development programs. Your National Council believes the plan will materially improve the Association's effectiveness in achieving its stated objectives.

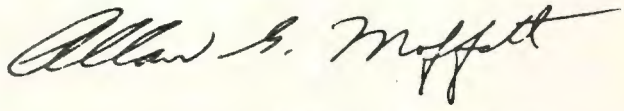
Briefly, this involves the adoption by Council each year of a national theme which, as was the case this fall, is launched officially at the National Planning Conference. This theme will then be continued in the Divisional and Branch programs throughout the year. National Office, in addition to being the administrative headquarters for CPAC, is to increase its capability to provide Divisions with the aids necessary to support their educational programs.

Divisions have been charged with the responsibility of developing and implementing programs best suited to achieving the Association's aims provincially. In this regard, our investigations showed a serious lack of funds exists for this purpose. At present, most of the revenues of Divisions (derived from membership fees, provincial grants and private donations) are expended on administrative costs, leaving far too little for program development and promotion.

Recognizing that the individual members of CPAC must rightfully assume a realistic portion of the Association's increasing financial burden, National Council unanimously agreed to propose a fee increase to become effective 1 January 1969. This proposal, which was adopted at the Association's Annual General Meeting on 9 October 1968, means that individual membership fees will be increased from $5.00 to $7.50 annually and sustaining membership fees from $25.00 to $35.00 annually.

As membership fees are returned in full by National Office to the Division in which the member resides, National Council is confident that in 1969 Divisions will be better able to conduct worthwhile action programs which they have been financially inhibited from doing in years past. (Significantly, student membership fees were kept at a nominal $1.00 annually. This reflects the priority concern which CPAC attaches to attracting and assisting young people in universities and secondary schools.)

In subsequent issues of the REVIEW, I intend to expand on specific aspects of our national objectives. As one who had a part in their formulation 18 months ago, I am confident they are worth pursuing. As your National President for the next year, I will do all in my power to make CPAC's voice an effective one throughout Canada.



Allan G. Moffat, P.Eng.
National President.

The Human Element in

Saint John, N.B., began a tremendous urban renewal task less than a decade ago. In the east end of the city, blighted areas such as that pictured above were razed and the residents rehoused in new accommodation as shown below. This project taught officials that citizen involvement is essential in planning and conducting such programs.

Urban Renewal

by M. M. SOMERVILLE*

URBAN RENEWAL is a complex, annoying, time consuming and frustrating exercise – this is a statement of fact. To those of you who are contemplating this step, you are embarking on a path on which the light will shine but dimly and sometimes, it will disappear entirely. If, however, you persevere, the rewards are tremendous and far outweigh the time consumed in discussion, planning, battling red tape and especially the apathy of your own people.

In Saint John, N.B., we faced a tremendous task. In 1956, an urban renewal study showed that of 13,000 dwellings, 4,000 were in such a state of disrepair that immediate demolition was the only cure, 8,000 units were 'fair to poor' (there being more in the latter category) and 1,000 dwellings could be regarded as 'good'. By the standards of some of the newer cities of Canada, we had pockets of good accommodation in a sea of blight. We not only had the usual problems of slum landlords, who aided and abetted these intolerable conditions by doing a minimal amount of repair and upkeep, but history was also against us.

Confederation, to which we grudgingly assented, robbed us of our traditional trade markets. Dependence on land transportation, of which we had no knowledge, depleted our economy. Tremendous fires – seven in fact – had levelled our city. The resultant structures, built at the turn of the century during a reduced economy, were unimaginatively conceived, poorly constructed and herded together "cheek by jowl."

The Problem

From the three main areas of blight recommended for renewal action, we chose an area of 60 acres of dilapidated dwellings, interspersed with small retail outlets, junk yards, auto-repair shops, etc., in the East End of Saint John which spawned a disproportionate percentage of our crime, fire hazard, welfare and health problems. It was an area in which no new development had occurred in half a century and which presented physical and moral proof of environmental regression.

Private redevelopment in an area such as this was unthinkable. It was up to government to create the condition necessary to attract private capital for development. This meant clearance of all the buildings and the provision of new roads and services. We embarked on this programme in 1960 when the world of renewal in Canada was very new.

Admittedly, the vast majority of our people are not interested in actively participating in efforts aimed at achieving a better city and, if not directly affected by renewal, are indifferent. The business men of the community, although they cannot be described as indifferent, apparently find it difficult to support renewal efforts. There is a third group that consists of members of citizen organizations, people affected by renewal and people vitally interested in progress. Although comparatively small in numbers, this is by far the most important segment of the urban population and whether they are for or against the particular renewal programme, they become the key group to success or failure. The last group is that fraction of 1% of our population made up of civic employees, consultants, appointed and elected representatives whose job it is to plan, promote and lead to a better community.

The bringing together of the last two groups and dispensing information to the remainder has received a

**Mr. Somerville writes on this subject from first-hand experience. For the past six years he has been chairman of the Saint John Urban Renewal Commission. He is also chairman of and national councillor for CPAC's New Brunswick Division.*

Born and educated in Saint John, he served in both the Merchant Navy and the Canadian Army during World War II, returning to his home city to enter the general insurance business. A graduate YMCA senior leader, he is presently vice-president of the Saint John YMCA.

Mac, his wife and three children live conveniently close to the Royal Kennebecasis Yacht Club, from which the whole family enjoys their favorite recreation of sailing.

Courtenay Place, in the east end of Saint John, now blends the old and the new following extensive urban renewal work in the early 1960's. This fall a CMHC loan was approved for a 10-storey, 95-unit low-rental apartment building, to be built in the area and administered by the N.B. Housing Corporation.

The buildings below on Lower Main St. have now been demolished to make way for Saint John's north end renewal scheme.

great deal of attention from the Saint John Urban Renewal Commission.

The Reaction

During 1961, the city commenced demolition of the 60 acres of property in the East End, much to the consternation of many citizens. Open line radio programmes were deluged with complaints, the newspaper carried the same. Council was beseiged by irate citizens and a citizens' organization was formed to take the leadership against the project. Without a doubt, the people made more noise than the crashing of the buildings!

A new Urban Renewal Commission was appointed at this time and it was immediately recognized that we must involve people if we were to succeed in our renewal efforts.

Advisory groups on welfare, public relations and redevelopment problems were formed of people experienced in these fields. Meetings were held with the citizen group and written briefs were invited from anyone with complaints.

Our general conclusion was the people were uninformed and misinformed and the majority, when properly informed, became supporters of renewal efforts or at least ceased to object.

When the vocal and action-oriented group was identified, it was imperative that they be invited to join with us in working for a better city. Consequently, we met with them and advised them that we would keep them informed of all developments and, in return, we wanted their advice and opinions on redevelopment matters. The important ingredients here are sincerity and honesty on the part of the Commission and civic employees. Any attempt to fool the citizens would cause a major setback and without confidence in the administration, citizen support can hardly be expected.

To further strengthen our association with the citizens' group, we met with them on matters of rezoning, transportation routes and most important, the next urban renewal area.

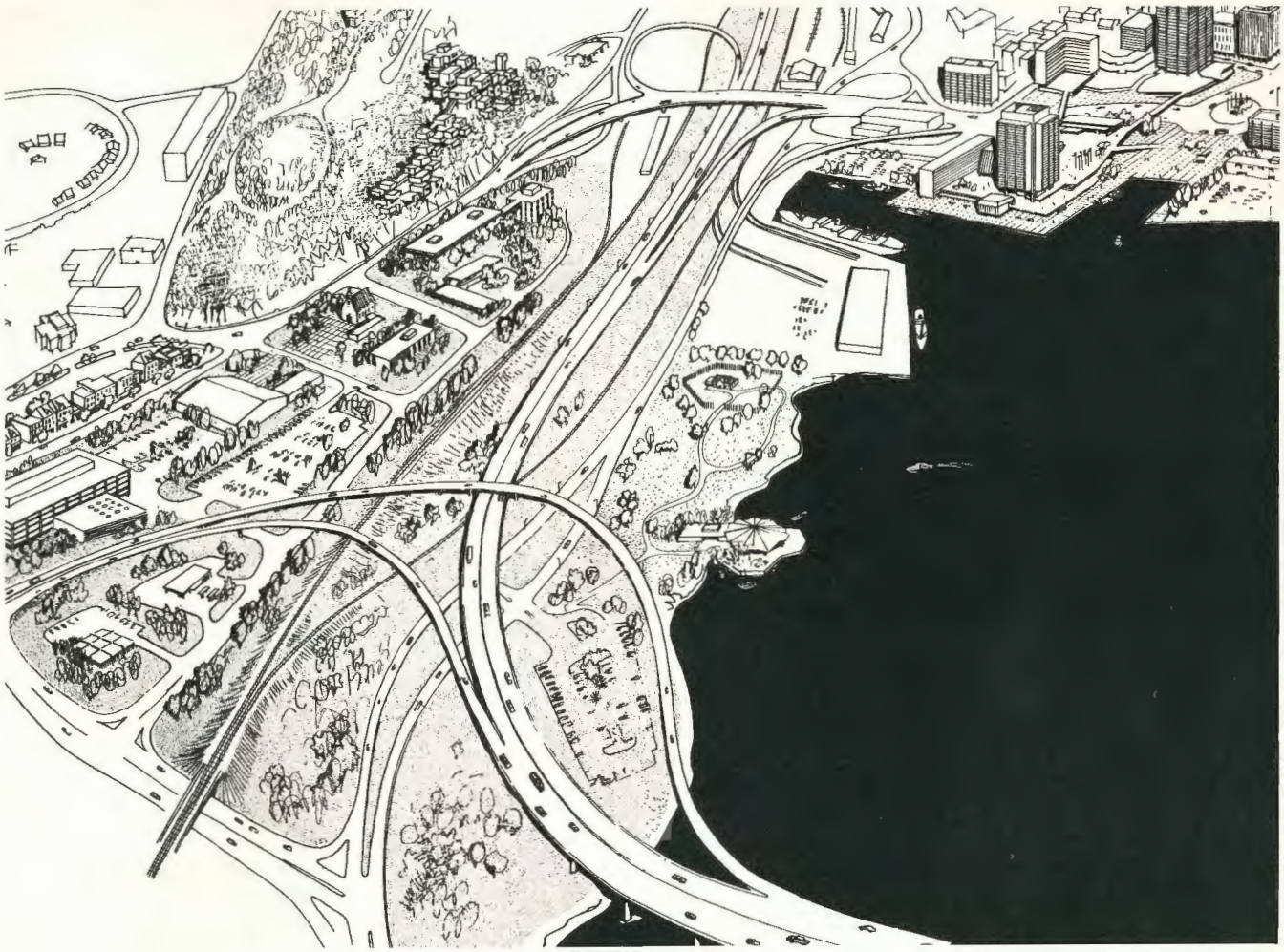
Our approach on the new area was to discuss the matter fully with them and we did not go to Council with a request for a study until we received their concurrence.

Citizens' Advisory Committee

The expansion of our association with citizens' groups caused us to establish an Advisory Committee in the North End urban renewal study area. We asked three citizens' organizations to appoint three of their members to the committee and we added several merchants because of their knowledge of the area involved.

One of the merchants was expropriated in the earlier programme and another was opposed to renewal in any form. The fact that this committee was not stacked in favour of renewal action, made it more meaningful to us and more acceptable to the citizens at large.

In line with our stated policy, we had many meetings



Artist's conception of how Saint John's north end will look after renewal.

with the advisory committee and kept them informed as to the progress of the study. These meetings were very helpful to the planning consultants as it gave them an opportunity to test citizen reaction to their suggestions.

In the final analysis, the study was produced in consultation with citizens and when it was presented to Council for approval, this meant a great deal to the councillors and the decision making was much easier for them. The fact that representatives of the citizen groups, including the one that grew out of the first scheme, spoke in favour of the proposals indicated to all of us that informed citizens are of great benefit in carrying out any urban renewal scheme.

One of the reasons we set up the Advisory Committee was to give people living in the study area an opportunity to find out what was going on by asking their acquaintances on the committee. Although this point was well advertised, in practice, it did not work. The man on the street did not ask questions and only seemed interested at the time of renewal action.

We discovered this when a Tenants' Association was formed to raise points in connection with the moving of families by the Harbour Bridge Authority and by the Urban Renewal Office. It was interesting to note the number of times property acquisition was mentioned, and it wasn't difficult to see the subtle hand of the landlord directing operations.

We, however, took the association at face value as there were many who were sincere and concerned about the problems of moving tenants. We had several meetings with them and together worked out the arrangements. It should be pointed out that this was not a sop to overcome their objections. It was of extreme value to meet with them as they had many meaningful suggestions and ideas that could not be visualized by the administration.

One of the most heartening aspects of these meetings was the fact that the woman who crusaded on behalf of the tenants and landlords in the first area, worked with the Tenants' Association in the second area in formulating the moving arrangements. She made many suggestions based on her past experiences and they formed the basis of the final procedures.

Communications

The human element, contrary to the opinion of some, also extends to members of the news media. When a major report was to be presented to Council, we held a press conference earlier in the day and a complete presentation was given by the consultant and questions of the reporters were answered. This resulted in factual and complete reports to the public through the media. We believe that the reporters wanted to do a good job and appreciated the opportunity to hear the report first hand. The only thing we asked of them was to withhold release until after the Council meeting and this they did without exception.

Mass distribution of the Urban Renewal Story has been attempted by use of signs erected during the study period and on implementation, brochures sent to the residents of the urban renewal area, and by participating in shows on the local television station. News items in the local press have been extremely helpful and a booth in the Saint John exhibition further helped dispense information. Essays in schools led to the involvement of many school students and the adoption of an urban renewal symbol has caused much interest among the public.

The opening of a field office in the area has been of tremendous help and from the questions asked, it is evident that the mass distribution of information, while being of great assistance in promoting the overall plan, did not and perhaps could not carry the detailed information as required by the individual citizens. We are fairly certain that the success of the first project which can be readily seen by any citizen, has made the second and much larger (200 acre) project more acceptable.

Decision Making

One extremely important element of the renewal process is the decision-maker and by this, I am referring to the decision-maker at the local level: the City Council. Thousands of hours of work can go into the preparation of a scheme and if it is not acceptable to and approved by Council, the efforts are wasted.

We have been very fortunate in having elected representatives who are truly interested in renewal, but this does not overcome the need to plan and prepare for the day of decision. This process commences shortly after they are elected when we have "teach-ins" to bring them up to date on the whole urban renewal process prior to their election to office. After this, they are provided with reports and other documentations as they become available. Although Council members cannot be expected to study the situation in as much detail as the Urban Renewal Commission, they must be kept informed of the progress of the commission and the planners.

It was necessary for us to make three major presentations to Council during the preparation and finalization of the study and our approach on these occasions was to meet with committee-of-the-whole Council to go over the presentation in detail. The reason for this was to give Council the opportunity to ask any questions that came to mind without being in the glare of the public eye. We also discussed the final presentation with them and carried out any suggestions that they might have even to the point of delaying the final report in the event that they felt that further information should be made public prior to the final report. We also cleared with Council the matter of press conferences and news releases that would be made. In other words, Council being the people who ultimately decided the future of an Urban Renewal scheme at the local level, were treated as an important part of the entire process as they most certainly are.

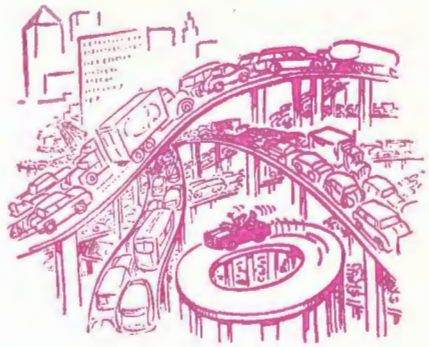
The end result of all these preparations was the Council approved a scheme that had been thoroughly studied by them, citizens' organizations, news media and their advisory body which is the Urban Renewal Commission.

The implementation of an urban renewal scheme involves more than "selling" the idea to a community. The whole process from beginning to end must take into consideration the human element. The local power structure, be it for or against, must be considered at the beginning. The challenging of the minds of the people to achieve a better environment must be a part of the preparation. Sincerity, honesty and the Golden Rule must be the guideline of the administration and the leadership group.

The whole process of renewal, the eradication of unacceptably poor physical conditions, will fall short of the ultimate goal of a better community if without involving people you achieve what people need instead of what they want.

Numerous thought-provoking background papers have been prepared for the First Canadian Urban Transportation Conference, being sponsored by the Canadian Federation of Mayors and Municipalities in Toronto, February 9-12, 1969. This is a synopsis of one of them, written by planning consultant Hans Blumenfeld.

A 400-page volume on urban transportation, complete with bibliography, is available (at $10 per copy, $3 to municipalities) from the conference's executive director, Suite 405, 30 Metcalfe St., Ottawa 4.



Tackling Transit Troubles

PROPHETS of gloom have frequently warned that within a few years traffic in city centres will come to a complete standstill if drastic action is not taken to curb the use of private vehicles.

Such warnings are not new. In 1520, in discussing a proposed widening of a 14-foot street, a city councillor of Paris said: "The number of carts on this street is growing from year to year. In a few years, we will be paralysed!"

Since that time, quite a few street widenings have been carried out in that city. Never, in those four and a half centuries, has Paris been free of traffic congestion. But never has congestion produced complete paralysis.

"The lesson is clear," says Planning Consultant Hans Blumenfeld who relates the story in a masterful study on urban and social-economic development, prepared for next February's First Urban Transportation Conference in Toronto. "Traffic expands up to the limits of available facilities – but not beyond. The centres of big cities may always be choked, but they are never choked to death."

Mr. Blumenfeld says that the traffic problem will never be "solved" in the sense that all will be satisfied. "What a good transportation system produces is access to space and access to opportunities of all kinds, at an acceptable cost in time, money, and inconvenience."

According to the planning consultant, the key to good transportation and to sound urban development is overall planning "because transportation and land use are interdependent."

"It is an illusion to believe that the urban traffic problem is some kind of an accident due to 'mistakes of the past' which could have been avoided by application of money and technical know-how," says Mr. Blumenfeld. "The problem is deeply rooted in the economic and social structure of the urban area: it is here to stay."

Co-operation Needed

He lists several reasons. One is the co-operation required between many people in large industrial and commercial enterprises, plus the co-operation between large enterprises which tend to cluster together, further separating places of residences from places of work. This means large areas are developed for industrial use, shutting out the residential sector which clusters elsewhere, generally further from the core. The effects on intra-urban transportation of workers are obvious.

There is also the co-operation between specialized enterprises dictating proximity in time as well as space. This increases the effect of "peaking hours" on the traffic problem. Mr. Blumenfeld tells of a recent incident when Montreal City Hall was flooded with protests from indignant citizens who had found closed doors and unanswered telephone calls at the municipal offices, after the 4:30 p.m. closing time.

There again, the lesson was obvious: staggered office hours to help relieve traffic jams can run counter to the basic business communication requirement.

Other contributing factors are more women in the work force, leading to a need for uniformity of household hours and time for shopping. There is also the increasing affluence of our society which permits more numerous and longer auto trips resulting in crucial peak hours. All of this contributes to the traffic problem, says Mr. Blumenfeld.

The study notes a sharp increase in "land absorption per person", due in part to industrial automation which assigns more machines per worker, occupying more plant space; and the almost universal change from the multi-story loft building to the one-story plant in manufacturing and warehousing, with six or more times as much area per floor. As a result, and coupled with the trend to greater land acquisition for future expansions, a modern plant may absorb 100 times more land per worker than an old plant in the same industry.

A similar situation prevails in residential land use due to a reduction in persons per dwelling. The desire to own one's house is deep-seated, and there is a growing demand for the detached single-family house. Larger tracts of land for an increasing number of schools, playgrounds, sports facilities, parks and cemeteries compound the problem.

Mr. Blumenfeld says observations made both in Canada and in the United States indicate that urban land absorption has increased at about the square of population growth. As the population of most Canadian cities is expected to double during the next 30 years, it will be wise to assume that

their land area will quadruple. All this will mean more space, further away from the urban cores, hence the imperative need for better planned transportation services.

The consultant urges governments and lending institutions to help bring about a reversal of the trend toward increased land use, by promoting row-housing and other forms of group-housing for sale as well as for rent. At the same time, apartment living could be made more attractive for families with children by providing nursery schools and kindergartens within apartment blocks. This type of accommodation has been successful in Eastern Europe, and especially in Sweden.

Comprehensive Planning

The study probes the effects of urban development on transportation, and the need to make good planning possible through an effective system of communication between the private sector and the public function. It notes the negative effects of the joint use of transportation lines by city transits (for commuter service) and long-distance transporters. The need for city transit to operate on independent lines separated from not only all roads, but from railroad branch lines and spurs is underlined. Similarly, future motor vehicle bypasses should be built well outside present urban development areas and outside predictable ones.

Otherwise, says Mr. Blumenfeld, not only will local traffic interfere with long-distance transportation, but long-distance transportation will interfere with local traffic, and in turn with urban development.

He recalls that mankind long ago dreamed up the ideal means of transportation: the magic carpet, which eliminates the "friction" which generally prevails in the movement of persons, goods, and vehicles. This friction is measured not in terms of miles but in terms of time, money and inconvenience.

Above: Street scene in the Paris of Toulouse Lautrec – a place primarily for people and not for vehicles.

Below: London in the time of Queen Victoria. Cities throughout the ages have suffered traffic congestion, but fortunately never (yet) total stagnation.

While in the movement of messages, we have almost realized the magic carpet by eliminating the friction of time and inconvenience – but not that of money – significant changes have occurred in the movement of goods. Most dramatic has been the use of pipelines carrying water, sewage, oil, gas and steam. Complete substitution of pipe and wire for vehicles carrying sources of power and heat (and their ashes) would provide additional relief for urban transportation. Even more would be achieved if pipelines for containers could become feasible.

As regards the transport of persons, Mr. Blumenfeld reaffirms the superiority of public system types of transportation over individual driving. Time and again, it has been proven that to carry in automobiles the 30,000 people hourly which can be carried in reasonable comfort by a rapid transit line would require 15 freeway lanes and 30 arterial lanes at a substantially higher cost.

However, the author points out, the more people who want to travel between two points at the same time, the more efficiently public transportation can function.

Because of this, patterns of urban developments in the suburbs and density of population along, or irradiating across commuters' lines whether they be bus or rail lines, have a direct bearing on the economics and efficiency of a public system.

Both aspects cannot be tackled independently. "Their planning and implementation must be integrated if we are to achieve a minimum efficiency and harmony in developing the modern city in which people can move and breathe," Hans Blumenfeld said in his study for the First Canadian Urban Transportation Conference.

Let's use what we know NOW!

Reprinted from the ASPO Newsletter, Sept. 68
By Professor Richard Dewey,
Chairman of the Department of Sociology,
University of New Hampshire

ANY ATTEMPT to dissociate planning from either the human relationships, on the one hand, or the physical factors on the other, is akin to the earlier arguments in sociology concerning the relative importance of heredity and environment. The reply to both kinds of criticism is much the same, that these are false separations. (What is more important in breathing, lungs or air; in walking, legs or something to walk upon?)

Whatever deficiency there has been in the master plans of the past, the major contribution to this deficiency is not to be laid at the door of the planners, but to the rather self-righteous, "objective", "pure science" attitudes and beliefs of the social scientists who have not become involved in planning, even indirectly. We simply have not done our jobs in preparing the public for acceptance of plans and planners.

Research positions set up in planning departments were the ideas of the planners who recognized the need for non-physical planning, and never, insofar as I can recall, did the impetus for such positions come from the campus-bound social scientists. When the planners went to the social scientists with pleas for personnel or help, they more often than not left empty-handed.

For years I have been urging psychologists to abandon, at least temporarily, white rats, thesis monkeys, and college freshmen and turn their efforts to broader human questions such as the influence upon attitude and action of a slum environment, of a rat-infested and garbage-strewn alley—in contrast to the effect of a beautifully designed environment. Few sociologists and social psychologists are concerned with questions of optimum densities for houses, districts, and communities. It seems logical that they should be so concerned.

It can be argued, however, that, despite these deficiencies in knowledge about certain details of man's environment, the critical demand is not for further research. To a significant extent the problem is one of teaching and learning, not of massive, computerized research programs. It can be said that not one whit more research is requisite to the understanding of the basic urban-rural problems. We have not assimilated for ourselves, nor taught to others, that which we already know (and I do *not* mean *believe* or *feel*). It seems clear that one of the missing items in a comprehensive plan is a pedagogical program rather than expensive research programs. The need for the latter is as often as not the "need" on the researcher's part for publications as bases for promotion, rather than any basic need for further information as a prerequisite to planning. To those who would counter that the need for "pure" research is always primary, I would counter that, under the current rule of publish-or-perish (publish-or-languish is more accurate), "pure" often comes perilously close to "sterile."

One source of failure in plans of the past has been our timid and hopelessly inadequate approach to the use of public powers to carry them out. We may add the inadequate use of *private powers*. To carry out plans adequately, we must first wield the power to inform and educate.

However sophisticated, however highly-computerized and coded the mountains of research findings may be, without public knowledge and acceptance, the research and plans come to naught.

The current situation with regard to racial problems in America is not attributable to the absence of knowledge, and the solution is not to be found in further research. *We already have in hand all of the research findings that any community governmental body or planning commission can handle, all that they need to know for a realistic incorporation of plans for the reduction of racial strife and tension into the comprehensive plan.*

It differs not whether this strife and tension be in rural or urban areas. The need is for educational, coercive, legislative action, and not for further knowledge about the nature of the problem. Until we have righted the conditions that we know full well to be wrong today with rural and urban living conditions, there is little point in arguing for further research.

Cet article sera publié en trois parties. Première partie.

Histoire du Régime Municipal au Québec

par JULIEN DRAPEAU
Ministère des Affaires municipales

IL FAUT bien l'admettre, nous sommes au "temps des réformes"; nous constatons tous les jours que notre monde se transforme plus vite qu'en toute autre époque: contraction des distances et du temps, dimension mondiale des évènements, importance des phénomènes de masse, rien ne nous étonne, pas plus que les progrès scientifiques et techniques qui expliquent ces mutations. Comment alors un administrateur public peut-il faire bonne figure en venant exposer devant des étudiants d'université l'*histoire* des institutions municipales? Vous êtes beaucoup plus préoccupés, en effet, par l'évolution de nos institutions que par leur histoire.

Je vous demande donc d'être bien indulgents. . . . Je n'ai pas l'intention de vous faire un exposé exhaustif de l'histoire du régime municipal; je veux brosser devant vous les grandes lignes de l'évolution de nos institutions municipales et placer leur apparition dans le contexte de l'histoire du peuple canadien-français.

Après avoir dit quelques mots sur la "municipalité" et son apparition au cours des âges, sur les institutions et gouvernements qui ont présidé aux destinées du Canada français, des débuts de la colonie française jusqu'à la date de l'Union des deux Canada (1840), je vous tracerai un tableau sommaire de la législation qui a pourvu à la création et à l'évolution du régime municipal au Québec.

La municipalité au cours des siècles

Pour qui s'arrête à examiner le sens et l'histoire de l'institution municipale, celle-ci apparaît comme le fondement et l'un des plus importants remparts de la civilisation occidentale. Plus encore, la municipalité reste l'une des assises et l'un des plus précieux artisans du régime démocratique.

Trop souvent, le citoyen d'aujourd'hui, peu porté à l'analyse de l'évolution historique et rebuté par l'apparente complexité des questions constitutionnelles, ignore la signification véritable de l'institution municipale.

Municipalité ou commune, ville libre ou République, ont été le lieu de naissance, les terres d'apprentissage de ces droits qui nous semblent intangibles aujourd'hui, et qui, peut-être, nous paraîtraient plus précieux si nous sentions qu'ils peuvent être perdus. – *Peut-être n'est-il pas de plus salutaire avertissement qu'un retour dans l'histoire, une méditation collective sur la vocation humanisante et démocratique de la municipalité?*

Un rapide survol de l'histoire de l'humanité ne tarde pas à nous révéler de façon éclatante cette vérité: dès qu'un peuple est sorti de l'enfance, dès qu'il a franchi l'âge de la tribu, il a créé là où il se trouvait ses premiers cadres politiques. Et ceux-ci, sous des dénominations diverses, correspondaient exactement à cette forme de la communauté politique traduite aujourd'hui par la municipalité. Les premiers groupes d'hommes politiquement organisés ont donc constitué des communes ou municipalités. C'est au sein de ces petites collectivités, sur des espaces restreints, que l'homme a fait l'apprentissage du gouvernement.

Bien davantage, cette vérité s'affirme-t-elle dans le cas des civilisations prestigieuses qui furent à l'origine de la nôtre. La "Cité antique", pour reprendre le titre de l'ouvrage de Fustel de Coulanges, qu'était-elle, sinon le type même de la municipalité pleinement souveraine, unissant la nature et les attributions de la commune à l'essence et aux pouvoirs de l'Etat. Ce n'est point un hasard, si la "polis" grecque désignait tout ensemble la commune et l'Etat; si la "res publica", la "République" romaine s'est d'abord et pendant plusieurs siècles appliquée à ce qu'aujourd'hui nous appellerions une "ville". Tant il est vrai que la démarche politique de l'homme appelait tout naturellement l'incarnation de son sens communautaire dans une institution à sa mesure et une institution souveraine. – Dans la plupart des pays occidentaux (européens), l'histoire nous révèle que les villes libres et les Républiques, duchés ou principautés, ont été les premières formes de gouvernements, dans lesquels se confondaient la notion de municipalité et celle de l'Etat. Et c'est surtout dans les deux pays dont nous sommes des descendants, que les communes devaient affirmer leur vocation démocratique de la façon la plus éclatante.

Ce n'est certes pas à vous, les universitaires, qu'il faut rappeler l'action décisive des municipalités anglaises dans la conquête progressive des libertés civiques, non plus que celle des communes françaises dans la protection des droits des populations. – La municipalité d'alors (14e au 18e siècle) n'était pas qu'une administration

même importante, mais une véritable communauté politique, participant aux pouvoirs législatif et judiciaire, et remplissant le rôle d'un des organes fondamentaux de la nation. Elle était véritablement l'expression authentique de la vie communautaire d'une collectivité qui entendait mener ses propres affaires.

Certes, aujourd'hui, il serait impensable que les municipalités ou communes vivent dans des entités souveraines: leur dimension physique et politique ne correspond plus à l'évolution historique et aux nécessités contemporaines; mais, dans le cadre des grands Etats modernes, elles ont encore un rôle à jouer.

Le régime municipal au Québec

Après cette introduction que j'ai cru nécessaire, je vais entrer dans le vif du sujet: l'histoire de notre régime municipal au Québec. Mais avant d'aborder la législation qui a mis en place les formes institutionnelles que sont nos municipalités, je m'efforcerai de vous décrire brièvement:

1) l'aspect embryonnaire de la municipalité sous le régime paroissial de l'époque qui s'étend de l'origine de la colonie de la Nouvelle-France à la conquête du pays par les britanniques;

2) de vous rappeler cette époque héroïque de l'emprise des institutions parlementaires anglaises sur l'administration territoriale de la colonie jusqu'à l'apparition de la première institution municipale.

Les institutions locales en Nouvelle-France

L'histoire du régime municipal au Québec prit naissance avec ce noyau de communauté d'habitants, qui s'organisa sur les falaises de Québec, en 1608. Samuel de Champlain qui construisit l'*habitation de Québec,* en 1608, publia des Ordonnances pour le bon gouvernement de la Colonie. Son successeur, monsieur de Montmagny, entreprit de réparer et de renforcer les défences de Québec; il traça un *plan* pour la ville, en ordonnant les rues selon un système, et au milieu desquelles un pilori devait être élevé pour la publication et la proclamation des avis publics.

Les autres gouverneurs de la Nouvelle-France s'appliquèrent à donner aux habitants de la colonie des institutions convenables pour leur administration. Une élection de trois échevins, dont l'un devait être le Maire[1], eut lieu le dimanche 7 octobre 1663. Les habitants de Québec et de la banlieue s'assemblèrent et choisirent, pour remplir la première charge, Jean-Baptiste LeGardeur, sieur de Repentigny, Jean Madry et Claude Charron, pour remplir celle d'échevins.

Un maire et deux échevins pour 300 personnes et soixante maisons, dans un village de colonisation en plein désert, sans services publics, c'était évidemment une création de fausse grandeur.

Dès le 14 novembre 1663, le Conseil Supérieur supprimait le premier conseil municipal élu au Canada. La première et unique municipalité, sous le régime français, avait duré exactement 36 jours et n'avait accompli aucun acte officiel[2]. Elle fut remplacée par un *syndic.* Le gouverneur de Mésy, le 3 août 1664, réussit à tenir une réunion ouverte à la population, où se présentèrent vingt-trois citoyens, qui élirent syndic, Claude Charron, l'ancien échevin[3].

Une seconde tentative fut faite par Frontenac, qui édictait, en mars 1673, un règlement de police, dont le premier article établissait à Québec un nouveau régime municipal. Il y décrétait que la ville élirait *trois échevins* tous les ans, le jour de la fête de saint Joseph, patron du pays[4]. Ce régime échevinal, en pratique dans les villes secondaires de France, constituait, au moins, un premier degré de municipalité, fort au dessus du syndic(at).

D'accord avec les conceptions de l'époque, le règlement de Frontenac octroyait moins des fonctions administratives que des attributions judiciaires. Ainsi assisté de ses deux collègues, le premier échevin était, avant tout, juge de la police municipale, chargé de veiller au maintien de l'ordre public et à l'observation des règlements et, par suite, d'en juger les cas d'effraction. Les seules fonctions véritablement municipales des échevins consistaient à visiter, chaque mois, toutes les maisons, afin de voir si elles suivaient les règlements de la manière prescrite; à faire également la vérification des poids et mesures; à empêcher les cabaretiers de vendre aux heures interdites; à faire tenir les rues bien nettes et, finalement, à avertir le gouverneur de la présence en ville de gens sans aveu et de mauvaise vie, afin de recevoir ses ordres pour leur expulsion. Voilà une remarquable série de fonctions d'inspecteur, de vérificateur, de policier et de chef de service, qui les auraient tenus fort occupés, si Québec n'avait pas été une petite ville ou plutôt un gros village, avec environ deux cents maisons et mille habitants.

Une dernière fonction, quelque peu extraordinaire, du premier échevin, consistait dans l'attribution qu'il avait reçue, de convoquer, tous les six mois, avec la permission du gouverneur, une assemblée publique, où tous les habitants avaient liberté d'exprimer, en présence du gouverneur, leurs opinions sur la culture des terres, les travaux et le commerce, "afin d'ainsi concourir au progrès du pays."

Malheureusement pour les échevins, ce grand projet n'eut à peu près pas de suite, parce que l'autocrate de droit divin qu'était Louis XIV ne pouvait souffrir, même en terre coloniale, la présence d'une institution qui prétendait parler au nom du peuple. Le roi n'ayant pas révoqué le règlement de police de Frontenac, l'institution échevinale de Québec fut maintenue, mais se réduisit, devant le dictum royal, à fort peu de chose. De fait, la seule initiative des échevins qu'on retrouve dans les registres de l'époque, c'est qu'ils firent construire des étaux et des boutiques sur la place du marché dans la basse-ville, pour louer aux bouchers et aux marchands.[1] Ces loyers semblent avoir formé les seuls fonds de la municipalité, avec les recettes de certains services et les amendes éventuelles. Ces minces revenus servaient à payer les salaires des gardes et les dépenses imprévues. – Avec leurs modestes fonctions, les échevins continuèrent d'exister jusqu'en 1677, où les registres du Conseil souverain les mentionnent pour la dernière fois.[2] Les derniers échevins connus furent Juchereau de la Ferté et Roger des Colombiers.[3] Ce dernier figure avec le titre "d'échevin de Québec", le 11 novembre 1677.

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(1) Jugements et Délibérations, vol. 1, 20 septembre 1663, p. 5.

(2) Jugements et Délibérations, vol. 1, 14 novembre 1663, p. 57.

(3) Arch. Can., Ordonnances, 3 août 1664, p. 250.

(4) Arch. Col. F3, Vol. 4-1, Règlement de police, 23 mars 1673, p. 188.

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(1) Arch. Col. F3 vol. 4-1, Lettres patentes, 15 avril 1673, p. 204-6.

(2) Jug. & Délib., vol. 11, 27 juillet 1677, p. 147.

(3) Ibidem, p. 139-41.

Le syndic d'habitation

Les Edits et Ordonnances nous révèlent l'élection de plusieurs syndics dans Québec, Montréal et Trois-Rivières, qui étaient chargés d'une certaine autorité locale, et qui représentaient la communauté dans ses revendications auprès des gouverneurs. – A cette époque, le syndic d'habitation était un officier bien connu en France; il représentait les droits populaires devant les tribunaux de l'administration.

A Montréal plus particulièrement les fonctions du syndic prirent une certaine importance; ses devoirs consistaient à administrer les affaires de l'Ile. Il devait rendre compte des argents qui lui étaient confiées pour l'administration du Juge local et du Procureur; de lui relevait aussi le pouvoir d'imposer des taxes pour le maintien de la garnison. Contrairement à Québec, qui connut un conseil municipal et un régime échevinal, Montréal qui prend le nom de ville en l'année 1667 devra, cependant, se contenter du syndic jusqu'en 1674, alors que l'institution disparut définitivement avec la destitution du syndic Louis Chevalier, parce qu'il avait osé faire signer une requête sans en avoir, au préalable, demandé la permission aux autorités.(1)

Quant à Trois-Rivières, avec une centaine d'habitants, son premier syndic fut élu en 1647. En 1674, tout comme pour Québec et Montréal, cette fonction disparaît dans ce petit poste de la colonie.

Le Grand-Voyer

Comme je l'ai signalé tantôt, la fonction de *syndic* d'habitation (ou d'habitants) fit ombrage aux prérogatives et pouvoirs des Gouverneurs et des Intendants, et elle devait disparaître graduellement.

Mais pour compenser ou pour y suppléer une autre fonction d'officier municipal fut créée: celle du Grand-Voyer. La lecture des Edits et Ordonnances nous permet de constater que le Conseil Supérieur et les Intendants firent de nombreux règlements et jugements concernant les procès-verbaux des grands-voyers.

Je vous citerai un règlement du Conseil Supérieur concernant la Police. – 1er fév. 1706 – extrait des Edits et Ordonnances, vol. 11, pp. 135-139. – Ce règlement ordonne, entre autres choses, au Grand-Voyer, de "règler où passeront les chemins publics", et "enjoint le conseil des habitants, chacun en droit soi, de rendre parfaitement praticables les dits chemins, et de fournir des journées de *corvée* pour faire les travaux . . ., faire des ponts sur les ruisseaux . . . suivant le règlement du Grand-Voyer . . .".(1)

Les fonctions du Grand-Voyer s'étendaient à des item très nombreux. C'est ainsi que les ordonnances des Intendants nous permettent de relever que le Grand-Voyer avait un regard immédiat sur l'entretien et la confection des clôtures et fossés de ligne. (Michel Bégon, Ed. & Ord., 11, 10 juin 1724, p. 305.)

Le grand-voyer devait également "régler la *construction* dans les villes et faubourgs. Le 19 août 1732, l'Intendant émet une ordonnance qui "enjoint aux particuliers des villes et faubourgs de cette Colonie qui veulent se bâtir, de prendre alignement du Grand-Voyer ou de ses députés (. . .)". – A Montréal, tout comme à Québec, une ordonnance de l'Intendant portait "à trente pieds la largeur des rues et décrétait qu'on devait les débarrasser de leurs buttes de terre et les niveler aux frais des propriétaires, lesquels devaient encore paver la rue devant leurs maisons". Plus tard, Montréal se paya le luxe, encore aux frais des propriétaires, de trottoirs de bois, qu'on appelait "banquettes", qu'on enlevait en hiver et replaçait au mois de mai; celles-ci devaient avoir trois pieds de largeur, "être assez larges, dit l'ordonnance, pour que les femmes enceintes et les gens âgés puissent y marcher en sureté".(2)

Urbanistes avant la lettre, nos ancêtres se préoccupaient de la bonne apparence des villes. Dès 1673, selon un règlement de police (23 mars), on ne pouvait construire, à Québec, sur permission du gouverneur, qu'en suivant l'alignement selon un plan officiel, afin de faire de Québec – et ce sont les mots du règlement – "une ville qui doit être un jour la capitale d'un fort grand pais". – A Montréal, en 1706, l'intendant Randot défendit, sous peine de cinquante livres d'amende, de construire sans la permission du juge royal, qui donnait les alignements à titre de "voyer particulier", et à qui on payait trois livres et, de plus, trente sous à l'arpenteur.(1) – Afin de supprimer les emplacements non occupés et les terrains vagues, dont les propriétaires demandaient des prix excessifs, l'intendant de Champigny édicta une ordonnance qui "réglait qu'aucun propriétaire ne pouvait occuper plus qu'un arpent de terrain, sur lequel il devait construire dans l'année une maison de telle grandeur qu'il lui plaira, et le surplus de l'arpent sera clos pour lui servir de jardin, cour et autres commodités."

Les intendants

Comme on a pu le constater, l'Intendant était l'officier qui, à la tête de l'administration civile à travers la colonie, cumulait dans sa personne les fonctions et pouvoirs attribués aujourd'hui au Maire et aux conseillers ou échevins. Des règlements furent faits et édictés pour la protection contre le feu et contre les nuisances, les poids et mesures, la construction des églises, l'observance du dimanche, la préservation des forêts, la coupe du bois, les droits des seigneurs, les limites des terres, et combien d'autres matières. En un mot, à peu près toute l'administration civile et municipale relevait de l'Intendant.

De tout ce qui précède, de cette revue de l'administration municipale du temps de la Nouvelle-France, on peut conclure que les villes étaient régies et réglementées par des autorités indépendantes de toute représentation populaire.

Division de la colonie en paroisses

Mais tout ce que nous venons de dire concernant les syndics d'habitation, le Grand-Voyer, la Corvée et les Intendants, ne peut se comprendre facilement sans connaître la géographie ou la division territoriale de la Nouvelle-France.

L'idée paroissiale était l'une des institutions fondamentales qu'apportaient avec eux les pionniers canadiens, et son élaboration fut l'oeuvre d'un clergé infatigable, secondé et aiguillonné par les premiers chefs ecclésiastiques et civils du pays. Ceux-ci décidèrent concurremment le plan systématique d'une division de la colonie en unités paroissiales, bien avant que les territoires en fussent effectivement peuplés. Ce qu'au début de la colonie on appela du nom de

(1) Arch. Can., Ordonnances, Montréal, 20 octobre 1675.

(1) Ed. & Ord., 15 mars 1713, p. 432 – Ibid., 15 février 1709.

(2) Arch. Col. F3 vol. 4-1, Règlement de police, 23 mars 1673.

(1) Arch. Can. Montréal, Ord. 22 juin 1706. 7 déc. 1706.

"paroisse" fut donc une sorte d'entité dialectique en voie d'accommodement et d'adaptation à un milieu en formation: les premières paroisses comprenaient des superficies démesurées. – Ces paroisses étaient plus précisément des missions ou des districts paroissiaux; c'est d'ailleurs ce que nous révèle l'Edit ou Arrêt du Conseil d'Etat du Roi, du 3 mars 1722, "qui confirme le Règlement fait par Messieurs de Vaudreuil et Bégon, et Monseigneur l'évêque de Québec, pour le district des paroisses de ce pays, remis à Monsieur l'Intendant."

Cet édit créait trois gouvernements: celui de Québec, réparti en 41 districts (paroissiaux), celui des Trois-Rivières, en 13 districts, et celui de Montréal, en 28 districts. – Quelques-uns des districts paroissiaux contenait plusieurs "villages" faisant partie, soit d'une même seigneurie, soit deux ou trois petites seigneuries. La description donnée pour *Charlesbourg,* dans l'édit que nous venons de citer, suffit comme illustration:

Charlesbourg

L'étendue de la paroisse de Saint-Charles-Borromée, située au dit lieu de Charlesbourg en la dite seigneurie de Notre-Dame-des-Anges, sera de trois lieues et dix-huit arpents de front ou environ, à prendre du côté d'en bas au bout de la profondeur des habitations qui sont le long de la baie de la Rivière Saint-Charles et de la paroisse de Québec, depuis le grand chemin du Bourg royal à la grève, en remontant le long du bout des profondeurs des habitants établis sur le bord de la Rivière Saint-Charles, qui sont de la dite paroisse de Québec, et le long des profondeurs des habitants qui sont de la paroisse de la Vieille Lorette, jusqu'au fief de Gaudarville, ensemble des profondeurs renfermées dans ces bornes, lesquelles étendues et profondeurs contiennent les *villages* suivants, savoir: le Petit-Village, le Gros-Pin, Saint-Jérôme dit L'Auvergne, Bourg Royal, Bourg la Reine, Charlesbourg, Saint-Claude, Saint-Pierre, Saint-Joseph, Saint-Bonaventure, Saint-Bernard, Saint-Romain, Saint-Gabriel, Saint-Jacques, Pincourt, le Petit Saint-Antoine, et le Grand Saint-Antoine.

Il y avait donc dans le district paroissial de Charlesbourg, en 1722, la paroisse de Saint-Charles-Borromée et 17 villages. – De même, à cette époque, le curé des Kamouraska avait le soin d'une paroisse comprenant cinq villages sur une distance de 6 lieues.

Même s'ils ne devaient être canoniquement constitués en paroisses officielles que beaucoup plus tard après leur fondation, les villages se complètaient par eux-mêmes, petit à petit, des divers éléments constitutifs d'un organisme paroissial proportionné au degré de leur développement. Du jour où le village possédait un curé exclusif, il devenait concrètement "paroisse", c'est-à-dire une communauté de fidèles identifiés par un territoire précis. Les habitants du village canadien n'avaient pas de droit coutumier, ni d'assemblées communales, ni de conseil municipal; la vie communale était tout simplement la vie paroissiale. Le curé canadien fut le catalyseur d'abord, le ferment ensuite, de la communauté paroissiale rurale. Comme en France, il avait la responsabilité des registres de l'état civil. Le conseil de la fabrique lui-même, composé d'habitants peu initiés à la responsabilité des affaires publiques, fut le plus souvent la chose du curé que son adversaire. – C'est encore la fabrique paroissiale qui, à l'occasion, prit l'initiative et la responsabilité des quelques écoles primaires rurales qui ont existé sous le régime français. – A la suite de l'Edit du Roi de 3 mars 1722, établissant les districts de paroisses dans la Colonie, un autre Edit ou Arrêt du Roi fut sanctionné, le 1er juin 1722, qui "ordonne que les maîtres d'Ecole fondés, tiendront des écoles gratuites dans les lieux et ainsi qu'il est ordonné par l'arrêt du 3e mars 1722". (Ed. & Ord. 1, p. 465-466).

Régime seigneurial

Et dans cette étude de la paroisse et de l'administration locale, il ne faudrait pas sous-estimer le régime seigneurial. Car, en Nouvelle-France, le régime seigneurial précéda tout autre cadre de la vie sociale. De même que la paroisse de l'ancienne France est intelligible sans le village, ainsi faut-il noter la seigneurie canadienne avant la paroisse. Par contre l'habitant canadien refusa le "village" de type français pour s'en tenir à la "côte" et au "rang". L'église et le curé qu'il avait demandés venaient superposer un centre de caractère religieux sur les grands damiers de la côte et des rangs. Mais, comme nous l'avons signalé tantôt, l'habitant canadien-français ne joua, ni ne put jouer, de rôle actif dans la vie ou la gestion de sa communauté paroissiale. Ce que l'habitant appellera "Sa paroisse" connotera un territoire connu sur lequel existe, à son profit, un organisme ambivalent, à la fois religieux et municipal. La vie de voisinage sera aussi presque la seule expression d'activité extra-familiale de l'habitant canadien, pour qui la vie municipale séculière, comme telle, n'avait alors aucune importance, sinon aucune signification.

Ce ramassis de quelques notions sommaires sur les institutions locales de la colonie de la Nouvelle-France vous permettra de mieux saisir le contenu de la première législation municipale au Québec.

(suite prochaine édition)

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Community Plann

by RALPH R. KRUEGER,
Professor and Chairman,
Department of Geography and Planning
University of Waterloo

Dr. Krueger is a geographer who has shown a considerable interest in community planning and regional and resource development. He is perhaps best known for his publications on the land-use conflicts in the Niagara Fruit Belt. He is the senior editor of the book Regional and Resource Planning in Canada, *and more recently the senior author (with R. G. Corder) of an elementary school textbook entitled:* Canada: A New Geography. *(Both books are published by Holt, Rinehart and Winston, Toronto.) Woven throughout the latter book are themes concerning planning, conservation, and resource development.*

Dr. Krueger has been active in local community affairs. He is a member of the Kitchener Planning Board and the Waterloo County Area Planning Board. He was also a member of the executive committee of the Waterloo-Wellington Branch of C.P.A.C. at its inception.

This article is an edited version of Dr. Krueger's address given at CPAC's Ontario Division Conference held in Toronto in May 1968, on the topic of the significance of the Smith Report on Taxation *to planning and local government. Although Dr. Krueger's remarks relate specifically to Ontario, many of them are equally relevant to other parts of Canada.*

ONTARIO is undergoing great ferment about local government organization and structure. The Ontario Committee on Taxation, whose findings were published in 1967 in three volumes, commonly known as *The Smith Report,* has stated it this way:

> the existence of this Committee has co-incided with what is undoubtedly the period of greatest ferment, both practical and theoretical, in the recent history of local government in Ontario. A veritable deluge of legislation, provincial and municipal reports, and proposals from private and professional groups, all bearing on local reform and reorganization, has of late descended on our province.[1]

It is only fair to comment that the Smith Report has added considerably to the discussion and debate about local government reform in the province.

Although public concern about local government reform has reached a climax within the last year, important studies and discussion have been going on in Ontario for many years. Intensive study and public debate led to the creation of the Municipality of Metropolitan Toronto in 1953, an achievement that has been hailed as a great success throughout most of the world outside of Ontario. In 1962, the Ontario Municipal Association submitted a report to the Ontario Government in which it commented on the need for local government reform in the following words:

> We believe that the future of the county, the procedures open to those who seek or oppose local boundary changes, the relationship of the city or separated town to the county or other regional unit of government, and the desirability or otherwise of consolidating or refashioning other units of local government, should be taken up as a subject of prime importance and early priority by the Ontario Government.[2]

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(1) *The Ontario Committee on Taxation Report* (The Smith Report), Vol. II, Queen's Printer, Toronto, 1967, p. 496.

(2) Ontario Municipal Association, *1962 Submission to the Executive Council of Ontario,* p. 12.

ing and Local Government

In 1965, the Select Committee on the Municipal Act and Related Acts (the Beckett Committee) issued its final report in which it suggested that the whole province be divided into "larger units of local government . . . with suitable boundaries, having consideration to population, assessment, logical planning areas, watersheds, and economic and social conditions."[3]

The Association of Ontario Counties has also published a study which suggests that the cities and towns rejoin the counties, and that these new county governments be given more authority over regional matters.

The Smith Report states that in addition to submissions on behalf of local government organization from municipalities, the Ontario Committee on Taxation received highly impressive submissions regarding the need for local government reform from well-known associations of professional and business people. "A rising interest in reshaping the fabric of local government is thus apparent;" concludes the Smith Report, "and the flow of ideas and suggestions it has created has encouraged us to take up the subject". . . .[4] And so we have in a major study on taxation, a chapter dealing with the need for local government reorganization in Ontario, and even a map showing the boundaries of proposed governmental regions in Ontario.

Local Government and Planning

But how does this business about local government reorganization have anything to do with community planning? The answer is that planning is an integral part of the local government process, not a luxurious frill tacked onto local government. By planning I mean *town planning* that concerns itself with details of land use and services within cities, as well as *regional planning* that concerns itself with the broad patterns of urban and rural development, including the location of growth centres and transportation routes, and the supply of regional water supply and sewage treatment. By planning I mean *physical planning* that is concerned with the quality of the cultural and natural environment, as well as *social planning* that is concerned with the welfare and happiness of people. Under the term planning I include *regional economic development* programs that help to create the economic base required to provide the many goods and services demanded by our people. And all of these kinds of planning that are a necessary prerequisite to the "just society" are the responsibility of local government, in partnership, of course, with the senior governments.

With the flood of urbanization spilling over municipal boundaries, local governments have found that they have planning control over only one part of a functional entity, that is, the urban area, the urbanizing area, and the total urban life-space. Joint planning boards have had only limited success because of the severe competition for industrial and commercial assessment, and because the final planning decisions are made by independent local municipal councils who tend to have a parochial view, and discover that this parochial view, plus a promise of keeping taxes low, helps greatly at election time.

As the urban growth spreads out into the rural townships, the central city loses control over the form and pattern of its suburban growth, and the rural townships are usually not adequately prepared to handle the problems resulting from rapid urbanization. The result is a haphazard and disorderly urban sprawl that is uneconomic to service, and socially deficient. In the process, valuable agricultural lands and recreational resources are needlessly destroyed, and the quality of the total regional environment is seriously blighted.

Likewise, in the slow growth areas of the province, municipal fragmentation makes it extremely difficult for the people of the areas to mount co-ordinated development programs. The Regional Development Councils of the ten Economic Regions in Ontario have to date had only limited success because development policies are implemented not by appointed agencies, but by a multitude of local government units. In summary, it is clear that Ontario's local government organization has been inadequate to permit the carrying out of the urgently needed community and regional planning and development.

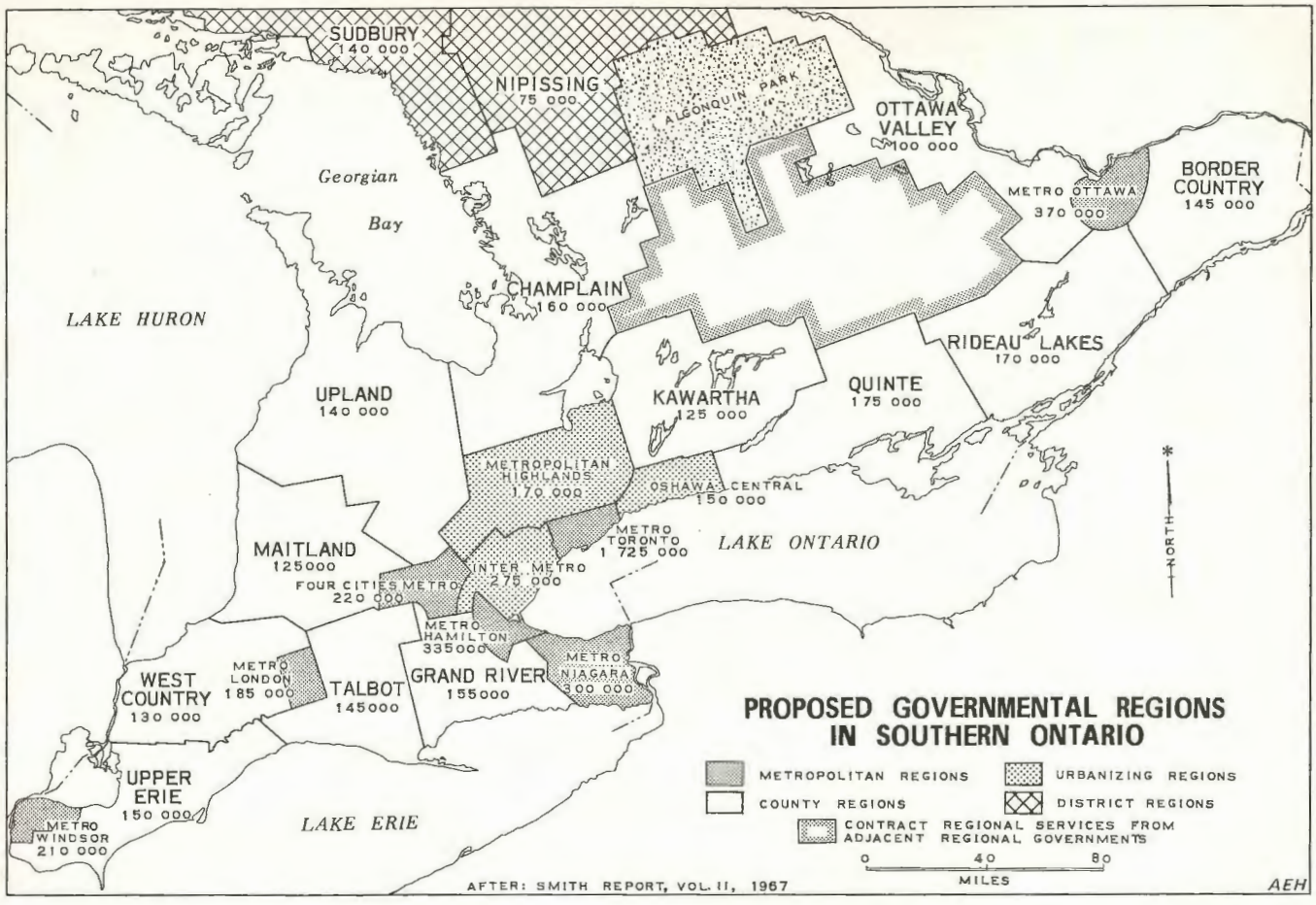
Provincial Responsibilities

At this point I wish to quote a paragraph from a paper I gave at the international conference on "Regional Development and Economic Change" held in Toronto back in 1965.

> Historically, it appears that there have been inadequate adjustments in the attitude and organization of the Provincial Government, and insufficient changes in the structure of local government to meet the rapidly changing regional needs of a Province undergoing al-

(3) Select Committee on the Municipal Act and Related Acts, *Fourth and Final Report*, Toronto, 1965, p. 185.

(4) The Smith Report, Vol. II, p. 502.



The Smith Report recommends the establishment of a set of 22 regional government units in Southern Ontario. Within these regional government boundaries there would be a number of lower-tier local government units.

most explosive economic growth accompanied by radical shifts in social and economic patterns. . . . The Government of Ontario has responded to changing economic conditions and regional needs in a variety of ways. Some of these involved reorganization of government itself; others the establishment of departmental administrative regions and an increased use of these regions for implementing programs; still others the encouragement and assistance to municipalities to form regional organizations to solve regional problems. Viewed independently, a number of these actions are very commendable indeed. However, by pursuing many avenues of unrelated adjustments and activities, the situation has been in some respects worsened, due to overlapping responsibilities, contradictory purposes and confused jurisdictions.

I am delighted to be able to report that a number of the recommendations similar to those I made in the paper cited above have been considered and acted upon, and I wish to list them here:

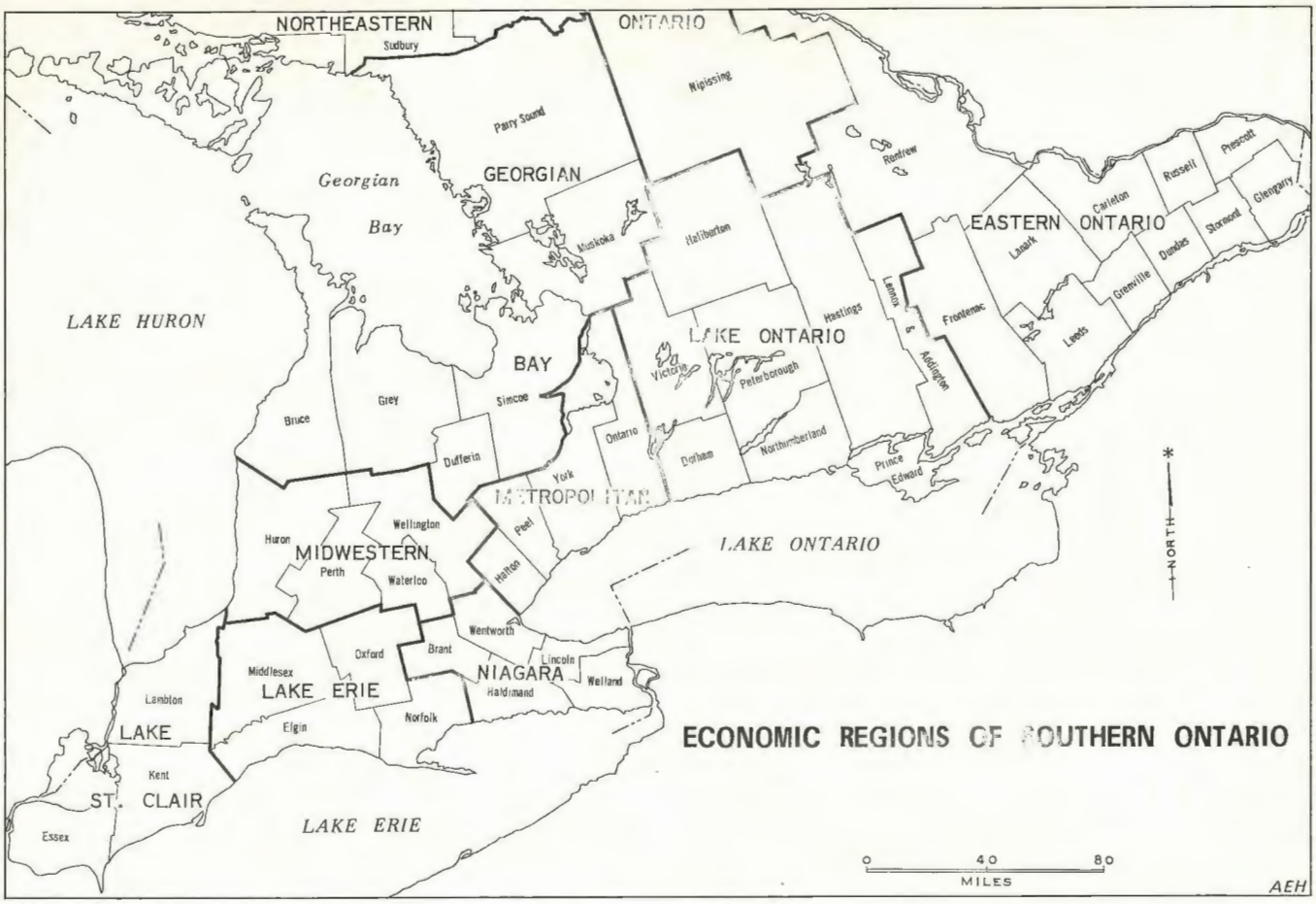
(i) the establishment of a *Cabinet Committee* to co-ordinate government policies and programs related to the various aspects of regional development.

(ii) the establishment of an Interdepartmental *Advisory Committee* comprised of senior civil servants of departments involved in regional development.

(iii) the establishment of *Regional Advisory Boards* composed of government department representatives in the various regions.

(iv) the moving of the Regional Development Branch into the Treasury Office to facilitate its co-ordinating role.

(v) the initiation of a major research program that will make it possible for the Regional Development Councils, in co-operation with the Provincial Government, to draw up development plans for each economic region.



There are ten Economic Regions in Ontario. Each region has been requested to formulate a Development Plan. However, the planning being done at the regional level is not sufficiently co-ordinated with the planning being done at the local or county level.

However, I regret having to say that much of this co-ordinating machinery is not yet working well, and that there still seem to be overlapping responsibilities and confused jurisdictions concerning community planning and regional planning and development. The Regional Development Branch of the Treasury Department responsible for the planning by the Regional Development Councils, and the Community Planning Branch of the Department of Municipal Affairs, provincially responsible for the planning done by municipalities and joint groups of municipalities, do not seem to be adequately integrating their research and policy programs. As a result, the Regional Development Councils are being encouraged to formulate Regional Development Plans which, to be implemented, require the use of the Planning Act which is under the jurisdiction of the Department of Municipal Affairs. Furthermore, the Regional Development Branch is doing and subsidizing pre-planning research at the regional level while at the same time, the Community Planning Branch is doing and subsidizing pre-planning research at the county level.

The Midwestern Ontario Region provides an interesting example of the problems and complexity of co-ordinating planning activity. The Midwestern region, in co-operation with the Regional Development Branch, is undertaking a series of studies aimed at the ultimate formulation of a Development Plan for the whole region. A number of Government Departments, in co-operation with local planning agencies, are carrying out a more comprehensive survey called the Waterloo-South Wellington Area Planning and Development Study. This study is concerned with the social, economic, land use and transportation trends and projected needs of the rapidly urbanizing "triangle" formed by Kitchener-Waterloo, Galt-Preston, and Guelph. However, there is no one political organization or planning agency with jurisdiction over the whole triangle.

To complete the complexity of the picture, the Waterloo County Area Planning Board, which includes representatives from all county municipalities as well as the cities, is working towards an Official Plan for the

county. In addition, every municipality within the county has a subsidiary planning board. There is little wonder that many citizens in this area are asking who is planning for whom and how are all the plans going to be implemented.

With all of this planning activity, it was with great shock that the Waterloo County area learned of the purchase of 3,000 acres of land by the Ontario Housing Corporation for the purpose of building a new town. The shocking thing about the announcement was that the location of the proposed new town of about 100,000 people did not fit into any of the evolving plans of any of the planning agencies. In fact, none of the planning agencies or planning staff had been consulted. Nor were the Government Departments deeply involved in planning studies in the area consulted. The upshot of this unilateral action on the part of the Ontario Housing Corporation is that much of the Waterloo-South Wellington Area Planning and Development Study (which is costing about ¾ of a million dollars) may have to be re-done, and Dr. Stewart Fyfe has been obliged to re-open the local government review hearings in the area.

Unrelated and unco-ordinated planning activity is a needless waste of both financial and leadership resources. What is required is a rational province-wide system of planning agencies, each planning within the framework of policies established at the next higher level. A Provincial Development Plan is also needed to provide the overall policy framework within which the Government Departments, regions, and local municipalities can do their planning.

Local Government Re-organization

There is one major recommendation of my 1965 paper which has apparently not yet been accepted. I suggested that local government reorganization must be considered as an integral part of an overall program of regional development, and that revised local government units should become the building blocks used in constructing the regions used for planning purposes. Unfortunately Prime Minister Robart's White Paper, *Design for Development* stated "Any regional development structures created by this government will be such that they *will not disturb the existing power and authority of the municipal and county councils within the regions. Great caution has been exercised to avoid the imposition of new forms of government.* Moreover, studies are now being conducted in certain local areas of the province that could lead to recommendations for adjustment in the local area governments".[5]

The greatest single weakness of the current series of local government reviews is that they have been carried out without either an overall system of local government or an overall system of planning and development in mind. New units of local government have been proposed without consideration as to how these would be related to the planning for regional development which the Provincial Government is so vigorously pursuing. In my estimation, a regional planning and development program cannot be effective if it ignores the structure of local government, because in the final analysis, the achievement of regional development goals will depend heavily upon the decisions made by local governments.

More recently, I believe that Prime Minister Robarts has had some second thoughts about being able to implement regional plans without disturbing "existing power and authority of the municipal and county councils within regions". In November of 1967, the Prime Minister said in an address to the Ontario Federation of Agriculture:

> . . . planning cannot proceed in a vacuum. There must be agencies to formulate plans, forums in which to discuss plans and bodies to implement plans. If we are to have regional plans, we must also face the question of the appropriate machinery to implement them. Such implementation will involve all governments – provincial, municipal and regional – as well as other citizen groups. . . .

It is clear to me, and if I interpret the recent statements of the Prime Minister and other Cabinet Ministers correctly, it is also clear to the Government of Ontario, that if planning, in the broad sense that I defined it earlier in this paper, is to be effective, we must work out a more rational system of local and/or regional government than we now have.

The major proposals for local government reform (the Beckett Report, the Report of the Association of Ontario Counties, and the Smith Report) all present cogent arguments for what they usually term "regional government". They are in general agreement about the responsibilities that should be given to the "regional government". The Smith Report lists nineteen "regional government" functions, including collection of taxes, capital borrowing, planning, police and fire protection, arterial roads and transit, water supply and sewage treatment, public health and welfare, education, regional parks and conservation. The Report then goes on to say; "We would emphasize that this list, considerable though it may appear, leaves to the lower tier of local government substantial and important responsibilities." It is my own opinion that what is left to the lower tier are primarily housekeeping duties and that, with a lack of challenge, many of the small local units of government may wither away and die. What person with leadership ability is going to run for election on a council that cannot help to make the major policy decisions which will have the greatest effect upon the community?

(5) *Design for Development, Statement by the Prime Minister of Ontario on Regional Development Policy* – April 5th, 1966, page 7. The emphasis has been added.

There seems to be little doubt that from the efficiency of "service" point of view, a system of enlarged one-tier local governments would be superior. It is only from the "access" point of view that one can make a case for retaining the existing lower tier of local governments.

By "access", the Smith Report means participation of citizens in local government. I submit that the present level of participation in local government is not very high (e.g. the lack of interest in nomination meetings, poor election turnouts, poor attendance at public hearings on civic issues, the inability to get some of the most capable people to run for public office, etc.) and that this level of participation would diminish in the lower tier local government units with only housekeeping responsibilities.

Larger, one-tier units of local government that reflect present and future development patterns are likely to improve citizen participation because the new regional local government units will be able to take on more responsibilities and will have better fiscal resources to deal more adequately with the problems confronting the public. In other words, the degree of participation will improve because the public will learn to regard the local government as a place where their problems can be solved.

Access in the form of citizens being able to contact their elected representatives or appointed officials, can be ensured by decentralizing the administration so that each elector has a convenient place to go to get information or advice on problems. Both electoral and administrative units should be small enough to be identified with the goals of a specific locality.

Those engaged in agriculture often oppose the inclusion of urban land and agricultural land within one municipality. While the underlying reason for this opposition is a lack of mutual trust and confidence, the specific reasons given are that the urban people who will dominate the local government do not understand the needs of the farming community, and that the cities just want to "gobble up" the farm land. That mutual trust and confidence can be accomplished has been illustrated in the Waterloo County Area Planning Board, where both urban and rural representatives discussed at length, and finally agreed upon, a set of goals for the area. There is every reason to believe that urban people in local government can understand the needs of the agricultural industry just as they must understand the needs of the manufacturing industry. As for the threat of the city over-running the farm land, it has been my experience that urban people are more concerned about this problem than are rural people. Moreover, the only effective way to control and direct urban development is to place the entire urbanizing area under one local government. In brief, I believe that the rural people must join with the urban people in order to protect their own interests.

The loss of local autonomy is often cited as an argument against one-tier local government units. In fact, the opposite can equally well be argued. The autonomy of local municipal governments has been eroding because they have not been able to cope adequately with the problems confronting them and so the Province and its agencies have been taking over more responsibilities and have been establishing more controls and regulations. A larger unit of local government that has more adequate financial and leadership resources can be given much more local autonomy. In fact, unless there is a rationalization of local government into larger units, local government autonomy may ultimately disappear. In summary, a system of one-tier local governments is likely to increase local autonomy. However, the connotation of the word "local" has changed somewhat since the time of the Baldwin Act.[6]

The credibility of the statement that larger units of government can take on more authority is illustrated by the Ottawa-Carleton County experience. One clause of the bill establishing the regional government there says that the Minister of Municipal Affairs *may* transfer or convey all his powers under the Planning Act to the regional council. If this occurs, the regional council would have the power to approve local official plans, zone changes, subdivision plans, and lot sales without referring them to the Minister.

I do not claim that a system of one-tier regional government units with electoral and administrative subdistricts is the only acceptable solution; nor that it is a panacea for all community planning problems. However, such a system does have sufficient merits that it should not be dismissed summarily as it seems to have been by a number of important studies including the Smith Report.

I started this paper by commenting on the ferment concerning local government reorganization. There is indeed a groundswell of public opinion in support of some drastic reform. However, I sense by discussions with municipal elected people and appointed officials, that they are all for reform as long as their local municipalities do not change in any way. In fact, I understand that there is great concern that the reforms suggested may even lead to changes in local government boundaries. Indeed that is right. Reform means change. Without change in local government boundaries, organization and structure, we are not going to be able to implement the planning that members of CPAC espouse. As the Smith Report says, unless we strengthen local government through revenue and boundary improvements, the Provincial Government will be forced to take over increasingly what are now local functions.

(6) For elaboration on these ideas of access and local autonomy, see the submissions to the Waterloo County Local Government Review by the Kitchener Planning Board and by certain members of the Faculty of the University of Waterloo, April 1968. I wish particularly to acknowledge that many of the ideas expressed in this section arise from discussions with my colleague, Professor S. G. Rich, who was responsible for drafting the University of Waterloo brief.

Concerning Human Values

by RONALD R. JEFFELS,

Dean of College and Student Affairs,

University of Victoria

BY TRADITION we are led to believe that there are but few certainties in this life: the cliché has it that death and taxes alone can be assumed to continue as permanent features of civilized life. To this list I would add others, notably the prevalence of statistics and the inevitability of change itself.

We have become accustomed to change, those of us who live in 1968, change of the most sweeping and fundamental order in the way we live, work, play, and conduct our private lives. No aspect of existence is free of vicissitude, and there is no reason to assume that the forces of change are not at work in normal and human values.

Most of us would insist that there are certain abiding human values, which can be stated as principles, which are not eroded by the passage of the years, values that belong to nearly all civilizations, even though those values are threatened at frequent intervals by man-made and natural catastrophes: war, famine, disease, over-population, psychological anarchy, political subversion.

Abiding Values

To enumerate is to omit, and doubtless your list of human values may differ somewhat from my own, but I would include the following:

1. The provision of adequate food, shelter and clothing so that physical life may continue. Without the physical, the spiritual cannot exist.
2. Reverence for human life and for the life of the spirit as guaranteed by the rule of law.
3. The desire of human beings to extend and illustrate themselves through the procreation of children, and the right to transmit to those children by education what has been learned across countless decades of experience and living.
4. The desire for men to undertake constructive and creative work in order to ensure their own dignity as individuals.
5. The yearning for communion with other human beings so that life will not be invaded by that most cruel of all human suffering – loneliness.
6. The privilege of entertaining private dreams and aspirations which lead us towards the good and the beneficial, not only for ourselves but for others.
7. And, finally, the right of man, through inquiry, to seek the truth and declare it in whatever realm to which he may devote his attention: religion, science, technology, the arts, the letters, the social sciences.

These basic values, when orchestrated and demonstrated in the life of a human being, constitute the spiritual existence of a man and, hopefully, his manners, his behaviour and his expression will be conditioned directly by those values he esteems most highly.

While I would maintain that the values I have enumerated are part of most men's ethical codes (and nearly all are embodied in the great moral teachings of spiritual leaders across the ages), the *manner* in which men demonstrate such values changes, sometimes almost by mutation, as one decade moves onto the next. The practical application of ethical codes differs in the Victorian Age, the Edwardian Age, the age of the "Lost Generation", the time of the "beats", the "angry young men", the "hippies" and the "yippies". In essence, a generation conducts itself as it reacts to a series of problems which, although they may have occurred in the past, restate themselves at intervals with a new intensity and in novel circumstances.

We must be prepared for change in the application of human values. It is not possible, for example, to apply *unrestrictedly* a system of values or a code of moral conduct to people in 1968 when that system and code may have been elaborated many centuries ago for a group of nomadic Hebrew tribes, let us say. It is for that reason that one finds the recent declarations by His Holiness, the Pope, concerning birth control so difficult to comprehend and so difficult to support. His assertions seem to set aside much that we have learned about psychology, psychiatry, sociology and demography.

One era slips into the next; the years are in flux. Sometimes change is imperceptibley slow, but more often than not violently swift. Life is transformed by a whole series of new social and political conventions, scientific discoveries, and technological inventions. The 20th century has seen mental and physical horizons explode, and with each step forward in man's physical progress has come a host of problems varying in complexity, some of them apparently insoluble.

Flight into space, the new science of birth and death control, modes of high-speed travel which shrink the

Dean Jeffels made these remarks during the course of a panel discussion on "Youth and Adult Viewpoints on Human Values Today" at CPAC's 1968 National Planning Conference in Victoria, B.C.

He holds key positions in planning and organizing the expansion of the five-year old University of Victoria, continues to lecture in the French division of its Dept. of Modern Languages and serves as secretary of the University Senate. Formerly he was on the faculty of UBC, where he became assistant to the president.

Educated in Edmonton, he spent four years with the Canadian Army in Europe, then returned to the University of Alberta for his degree in education. In 1948 he went to Cambridge as Alberta's I.O.D.E. scholar, receiving an M.A. in French language and literature in 1951.

Dean Jeffels' writings range from scholarly articles on literature and higher education to scripts for radio and television. He has also appeared in print with poetry and fiction.

universe, instant world communications, the machine to replace the muscle and even some aspects of the brain, social welfare, unemployment insurance, paid vacations, family allowances, pensions, the new leisure – these are all physical and social wonders of our own century, yet many have brought in their wake human problems of vast proportions: the science and practice of war has taken on a new horror because of scientific and technological advances; the traditional connection of man with nature is under threat because of a series of interposed artificialities; the lives of individuals are shaken to the roots as old tasks disappear to be replaced by others requiring sophisticated knowledge; the new leisure brings with it a sense of unease and frustration for those who cannot occupy themselves constructively; and finally, with the new mobility, the revolution in sexual behaviour, the high rate of divorce and the partial abdication of parental responsibility threatens the foundations of the original social cell, the family, and promises the possible destruction of family life.

Preconceived notions about moral values no longer find acceptance with a large segment of the generation to which we belong. More and more the tendency is to set aside the conventional wisdom as belonging to a remote past, as having no basis in empiricism, as part of a world and a pattern of behaviour now gone. Frequently we are led to believe that basic ethical decisions are now the responsibility of each individual. He decides what is best for him and for his intended manner of life so that he may find his proper level as an individual. There is no prime source and no prime mover from which moral ideas and values flow. Indeed, if God is dead, then each man himself becomes a demigod, capable of separate and independent action according to his own beliefs and according to a code of conduct which he knows to be valid for himself, but which does not necessarily apply to others. One can only hope that these separate gods will devise systems of behaviour that are not in violent conflict the one with the other.

Each of us is conscious as never before that the values we attach to existence cannot be realized in all conscience and with a sense of peace and security, unless similar basic guarantees are made to the members of a world community. We are aware of the interdependence of nations in such areas as economics. We know that market fluctuations in one part of the world produce a chain reaction felt everywhere throughout the world. But, in a spiritual sense, we seem almost coldly remote from some of the abiding human problems affecting other parts of the world in such matters as education, health, social welfare, population explosion, starvation, lack of human rights – and the list can be lengthened at will.

We are still not unduly exercised by the flight of the Biafrans or the Indians (our own and those of the East), the peasants of Vietnam, the negroes in the ghettos of the United States, and the plight of those in the dominions of Asia and Europe under the control of communism. We feel a vague sympathy, a flashing, momentary sympathy, but we cannot or do not share day by day in the feelings of sheer despair and frustration that must characterize life in less blessed parts of the world. And yet, in a shrinking world community, in a community of vast inter-dependences, we cannot afford to neglect the desperate plight of so many of our fellows.

Our sense of human values, when restricted to certain groups only, is hollow, specially when privileges are not made available to others. The problem is not a remote one, when the Economic Council of Canada reports that one-fifth of our own citizens lead an existence below the poverty line. Human values for such persons, whatever we may believe philosophically, are at best diminished and at worst eradicated.

In summary, we need the guarantee of human values for all men, irrespective of who they are or what they are; for as long as some members of the world community suffer physical or psychological deprivations, then each of us is diminished, smaller than what we should be in a spiritual sense.

Victoria Conference Summary

by A. T. PATON, REVIEW Editor

THE "importance of choice" came through as the dominant point at CPAC's 1968 National Planning Conference. Certainly, the 443 delegates and wives who gathered in Victoria, B.C., October 6-9 were given plenty of choices to consider in attempting to build human values into their communities.

"One of the liveliest and most enjoyable CPAC conferences I've ever attended," was the way retiring National President Graham Murray summed it up. Other comments ranged from, "I didn't come here to discuss the nuts and bolts construction of just another club," to this from a first-time delegate, "CPAC is on the right track. As a novice, I gleaned much valuable background information, not a lot of specifics." Take your choice.

During the opening ceremonies, Conference Chairman William Kerr displayed a hitherto unsuspected bilingual facility in introducing the Hon. Dan Campbell, B.C.'s minister of municipal affairs, and His Worship Mayor Hugh Curtis of Saanich, who welcomed the representatives from every province in Canada. Dr. Abraham Hoffer, prominent Saskatoon psychiatrist, delivered the opening address on the "Importance of Privacy" (Dr. Hoffer's speech will be published in the next issue of the REVIEW).

Dr. Gordon M. Shrum, chancellor of Simon Fraser University and co-chairman of B.C. Hydro, chose as his luncheon address topic, "Aren't We Lucky!" Mixing humour and penetrating observations on the Canadian way of life, Dr. Shrum said the prestige of the planner must be increased to that of other professional advisors so that no municipal council will be able to ignore his recommendations.

Human Values in Urban Renewal

Monday afternoon the first of several panel presentations and audience-participation sessions took place. Moderated by His Worship Mayor Hugh R. Stephen of the host city, the four-member panel discussing "Human Values in Urban Renewal" consisted of Mr. Alain de C. Nantel, CMHC Quebec Region assistant regional director; Dr. V. Setty Pendakur, UBC School of Community and Regional Planning associate professor; Mr. Maurice Egan, Vancouver Social Planning and Community Development director; and Mrs. Rosemary Hamilton, Vancouver United Community Services consultant.

Mrs. Hamilton stated that too often human considerations, especially the opinions and desires of residents of areas directly affected, are not taken into account in urban renewal programs. She cited several social injustices resulting from the process of expropriation, demolition and relocation, pointing out that often the overall effect on people (as well as on housing stock) is detrimental rather than beneficial.

Mr. Nantel suggested we need a new perspective to the traditional concept of urban renewal (which he prefers to call "renewal of the urban environment"). Education, adult retraining for employment, recreational facilities and better co-ordination of programs are essential components in any urban renewal concept, he believes.

Dr. Pendakur took issue with what he termed "the tyranny of experts", calling on citizens to ensure their elected representatives know what people really want for their tax dollars. "The community is being delivered, or perhaps is delivering itself, into the hands of the technologists," he warned. "The process of democratic decision cannot occur if the public is ignorant of the factors affecting the decisions."

On a more optimistic note, Mr. Egan felt social, economic and physical planning are indeed coming closer together, at least in Vancouver where social planning is now a matter of public responsibility. As did his fellow-panelists, Mr. Egan favoured more citizen involvement in the planning process and more awareness by planners of the human needs in community development.

Later delegates were escorted on a walking tour, observing how recent urban renewal projects in Bastion and Centennial Squares have improved the living environment in downtown

Delegates from four western Canadian Indian communities (l. to r.): Gus Gottfriedsen, councillor of the Kamloops Band, B.C.; Campbell Brass, chief of the Peepeekisis Band, Sask.; Tony Arcand, councillor of the Alexander Band, Alta.; Hedley Toogood, community planner, Dept. of Indian Affairs, Ottawa (sponsor of the delegation). Missing from photo: Phillip Bignell, The Pas Band, Man. *(see comment on page 26)*

CPAC's National Executive Committee for 1968-69, elected by the National Council in Victoria (l. to r.): Paul Melin, vice-president, Saskatoon; Graham Murray, immediate past president, Halifax; Allan Moffatt, national president, Winnipeg; John Fowlie, CMHC councillor, Ottawa; Claude Langlois, vice-president, Laval.

Victoria. They returned to one of the rehabilitated buildings, an old theater now known as MacPherson Playhouse, for Tuesday morning's program.

Youth and Adult Viewpoints on Human Values Today

Rev. R. J. D. Morris, minister of First United Church in Victoria, and Dr. R. W. Collier, assistant professor in UBC's School of Community and Regional Planning, were co-moderators for the panel presentations and audience-participation session. Students from Victoria university and secondary schools in the audience were invited to submit essays on the conference theme. CPAC's Capital Region Branch will award prizes, known as Millard Mooney awards, to the best entries from a university and a secondary school student.

Values held by the younger generation were discussed by Miss Elizabeth McMeiken and Mr. John Ross, both post-graduate students at the University of Victoria; Mr. Patrick Wolfe, a student at Oak Bay Senior Secondary School; and Mr. Bruce Fryer, a student at Mount Douglas Senior Secondary School.

Adult viewpoints were put forth by Mrs. Hilda Symonds, urban affairs supervisor, UBC Extension Dept.; Mr. Charles Bryfogle, a teacher at Vancouver's Sir Winston Churchill Secondary School; and Dean R. R. Jeffels, dean of college and student affairs, University of Victoria.

A pre-conference survey of students showed that our traditional system of values is being challenged today – as has been the case throughout history. Preconceived conceptions of moral values no longer apply for many, and social structures are not keeping up with technological changes. The "generation gap" seems to have shrunk from 20 to 10 years, but this isn't necessarily a bad thing.

Nevertheless, there are certain abiding basic human values, belonging to all ages and civilizations, as Dean Jeffels suggested in his speech (reprinted on page 22 of this issue).

Human Values in Citizen Participation

Tuesday afternoon delegates got down to grassroots discussion on the subjects of citizen involvement and CPAC program development. Before dividing into workshop groups, they heard from the chairmen of two National Council committees which this year conducted nation-wide surveys to determine what values Association members hold important in achieving CPAC's objectives.

Dr. Harold R. Baker, past national president from Saskatoon, revealed that almost 25% of the total membership had answered the membership survey questionnaire distributed last June. Data compiled from these replies provided the basis for his conference discussion paper. A full report on the committee's findings and conclusions will be made to the February 1969 meeting of National Council prior to general circulation.

Mr. Claude Langlois, national vice-president from Laval, explained that this year a program development committee had surveyed all organizational

levels of CPAC and, as a result, had made certain recommendations for improving the administrative and operational functions of the Association. Such changes are essential if CPAC is to expand its effectiveness throughout Canada. One of the committee's recommendations, adopted in Victoria, was that the theme of this conference become the Association's national theme for 1969. Divisions and Branches are being encouraged to develop their provincial and local programs accordingly.

Conference Dinner

Municipal Affairs Minister, the Hon. Dan Campbell, was both host and guest speaker at this event, sponsored by the government of the province of British Columbia. He candidly admitted that some politicians, whom he described as "blockheads and babblers", throw up roadblocks to citizen participation in public affairs. CPAC shoudn't be deterred by such persons in its determination to encourage freer dialogue in the planning process.

During the dinner, CPAC National President Graham Murray presented 1968 honorary life membership awards "for distinguished service in community planning" to Mayor Hugh Stephen of Victoria, Mr. J. W. Oliver of Prince Albert, Sask., and Mrs. Cornelia R. Wood of Stony Plain, Alta.

Creating the Climate

Following the Association's 1968 Annual General Meeting Wednesday morning, the final plenary session of the conference was moderated by Mr. Henry Rosenthal, UBC Extension Dept.'s social sciences supervisor. Dr. R. J. Harper, director of Simon Fraser University's behavioral science foundation, and Dr. H. P. Oberlander, director of UBC's school of community and regional planning, suggested several ways in which the stage must be set to achieve the conference theme.

Using Simon Fraser, the "instant university" built on Burnaby Mountain, as an example, Dr. Harper described how important environment is in influencing thought. We must assess and come to grips with the obstacles facing the creation of environment, he said, alluding to the fact that overcrowding of SFU's physical facilities is one main reason for student unrest there.

"We live in cities where public affluence and private squalor co-exist," Dr. Oberlander stated. The city in our environment is being built on different priorities than those of human values (e.g. economic considerations) and it is necessary to change the priorities, more accurately reflecting the implicit or hidden desires of people.

Our value system must become explicit, and this can only be accomplished when citizens are encouraged to debate and define what it is they really want in the community. We must accept the fact that human values are continuously changing and keep searching for the right choices. The planner must pragmatically set forth the choices, based on evaluation and interpretation of our collective aspirations.

In summing up, Mr. Tony Roberts, director of B.C.'s Capital Regional Planning Board, stressed the need to interrelate the various contributions which had been made during the three days of the conference in order to put it in perspective. He felt the conference theme had been a difficult but appropriate one for CPAC to tackle, and that a good start had been made in Victoria on focussing public attention on the problems of building human values into the community – CPAC's national theme for 1969.

Three bus-loads of delegates and their wives participated in the post-conference tour. After motoring up-Island to Nanaimo, where they attended a civic reception, they were hosted next day by the Vancouver Town Planning Commission on a conducted tour of Canada's third largest city.

One delegate's comment . . .

C.P.A.C.
Ottawa 4, Ont.

Dear Sirs:

I am a chief of a Cree band of Indians, located in the south central part of Saskatchewan.

I had the very good fortune, along with three other Indians, to be invited to attend the National Planning Conference of C.P.A.C. which was held in the beautiful city of Victoria, B.C. in October of this year.

I gained so many valuable impressions that I find it hard to set them down in their proper order.

But first let me extend a hearty thanks to all those who made it possible for us four Indians who were given the privilege of seeing and hearing all that goes into such a successful conference in planning and bringing about better communities in which to rear our families.

My first big and surprising impression of the conference was the way we were received as Indians. In times past, we were often left to shift for ourselves, in the background, but at the C.P.A.C. conference, a fair number of the senior members saw to it that as *new members* we did not miss the more valuable aspects of the meetings, and also our spare time was taken up in entertainment and tours, even though the wayward bus did let us down on the long hill. But we enjoyed that experience too, because we had time to get to know each other better.

Also I particularly noted the dedication of the members to their cause. I feel sure that this dedication only came about by seeing a fair number of their aims achieved.

But my No. 1 impression was the interest and study that the student panels put forth in their assessment of human values. When interest is instilled at this level I feel that when their turn comes to carry the ball, they will show us improvements beyond our wildest dreams.

You have awakened an interest in us that I didn't know existed. Since attending the conference, when entering a new community, I look around to see if there could be improvements made and in most instances there can be improvements, but it will take time and planning.

With these few words, I will end by wishing C.P.A.C. continued success.

Chief C. Brass
Peepeekisis Reserve,
Lorlie, Sask.

NEWS, VIEWS, AND NOTICES

B.C. PLANS MOBILE DISPLAY

A mobile urban display and planning education centre, housed in a converted transit bus, is the intention of CPAC's B.C. Division for next year.

The plan calls for the interior of the bus to be modified by removing all the seats and equipping it with displays, utilizing scale models, charts, photos, slides, films, etc. Contents would be changed from time to time and feature information on current planning projects of public interest.

The converted bus could function as a mobile classroom, being moved to various school sites on a scheduled basis, enabling students and teachers to use it in conjunction with the new urban studies course being introduced at the grade 11 level in B.C.

Other uses envisioned for the CPAC vehicle include visits to exhibitions, shopping centres, libraries, etc., and as an aid to adult seminar and workshop programs sponsored by local planning commissions or U.B.C.'s extension department.

The project has received the endorsation of several civic-minded organizations, and is seen as a unique but practical means of reaching out to the people, encouraging their involvement in the planning process.

NOVA SCOTIA CONFERENCE

CPAC's Nova Scotia Division and Dalhousie University's Institute of Public Affairs jointly sponsored the annual provincial Community Planning Conference in Dartmouth, N.S., November 14-15. Delegates in workshop and panel discussion sessions analyzed the existing N.S. Town Planning Act and considered proposals for a new act.

The conference planning committee comprised Guy Henson and G. G. Gomery, co-chairmen, and Prof. A. J. Donahue, A. D. Grayston, R. S. Lang, Maurice Lloyd, R. W. Mackenzie, D. F. Maclean and Ezra Parsons.

Participants included Dr. H. D. Hicks, president of Dalhousie University; Hon. H. A. Veniot, N.S. minister of municipal affairs; D. F. Mason, M. F. Collins, L. E. Sandford, R. M. Bryden, Mayor Allan O'Brien of Halifax, and Mayor R. J. Thornhill of Dartmouth.

MANITOBA MOVEMENT

"Man in Motion" is the theme of CPAC's Manitoba Division 1969 conference, to be held in Winnipeg Jan. 22-24. Objectives will be to isolate and identify causes of transportation problems, in both urban and rural Manitoba, and to propose solutions for the movement of people and produce in the future.

Conference program and detailed arrangements are being handled by a committee chaired by Bernie Wolfe.

SASKATCHEWAN SEMINARS

A series of one-day technical seminars will be held in six Saskatchewan centres early in 1969, as part of CPAC's continuing education program on community improvement. Slides and models illustrating good and bad land use, street design, etc., are being assembled by M. Malkin in preparation for these seminars.

This fall the Regina Branch sponsored public meetings on the subject of housing in Saskatchewan's capital city.

NEW REGIONAL GOVERNMENT

Regional government officially comes to the Ottawa-Carleton area 1 Jan. 69, although for the past six months Regional Chairman Denis M. Coolican and his 30-member council (composed of elected councillors from the local municipalities) have been preparing for the event.

The new jurisdictional level, created by the Ontario provincial government, encompasses all Townships in Carleton County, the Cities of Ottawa

The secret's out! Next year we're to Newfiejohn!

CPAC'S NATIONAL PLANNING CONFERENCE

will be held in the city of

St. John's, Newfoundland

SEPTEMBER 14 to 17, 1969

BUDGET NOW to be with us in the Capital of Canada's "newest" province during its 20th anniversary of Confederation.

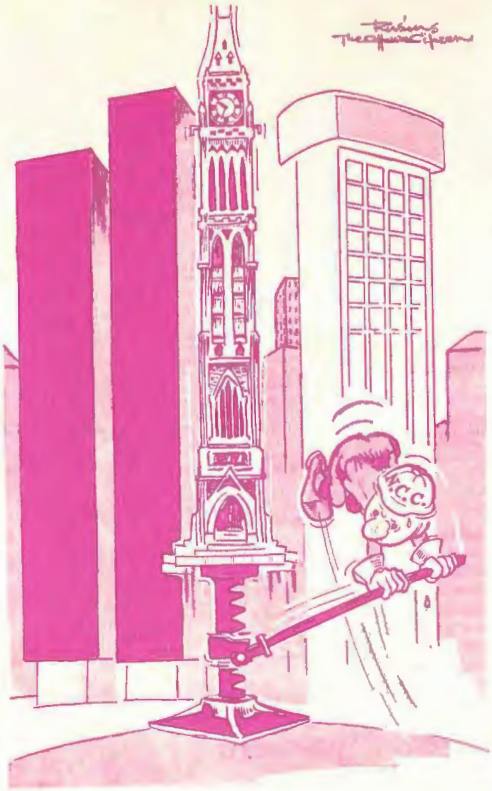
Registration fee: $25 for CPAC members, $30 for non-members, $10 for wives accompanying delegates.

and Eastview and the Township of Cumberland in Russell County – an area of 1,100 square miles with a population of approximately 410,000.

Local councils will continue to be responsible for local services, but the regional council undertakes area-wide functions including regional planning, capital financing and assessment for both local and regional purposes, arterial roads, major water, sewage and drainage works, and mandatory welfare services.

Commenting on the fact that the area lies within what someday might be a federal district, Ontario Municipal Affairs Minister W. Darcy McKeough said, "I assure you that any planning function of regional government will be integrated into any larger planning that may result from current discussions among Ontario, Quebec and the federal administration."

Mr. McKeough made it clear that the Ontario government favours municipal amalgamations and in this regard sees regional government as a step in the right direction.



"Ottawa Citizen" cartoon suggests one way out of current dilemma over downtown building height restrictions: jack up the Peace Tower!

TASK FORCE TRAVELS

Several CPAC Divisions submitted briefs to the federal government's Task Force on Housing and Urban Development, which has been meeting delegations and observing conditions first-hand in various Canadian cities during the past three months.

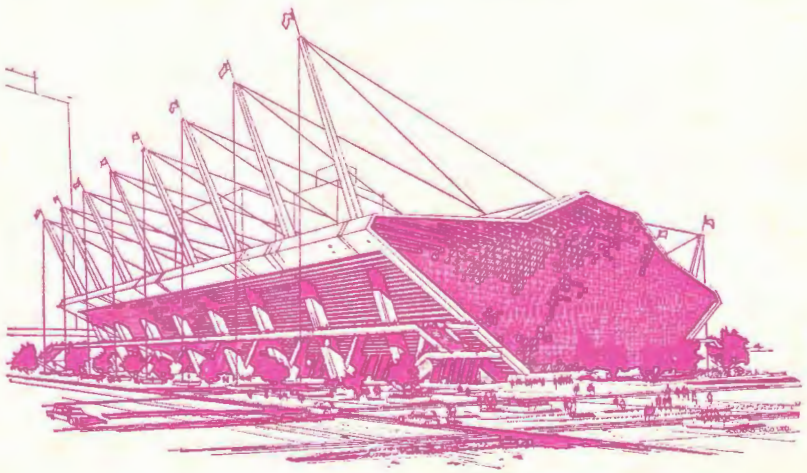
Headed by the Hon. Paul T. Hellyer, minister responsible for CMHC, the seven-member force includes Dr. Doris Boyle, head of the economics department, Xavier Junior College, Sydney, N.S.; Dr. Pierre Dansereau, professor of ecology, University of Montreal; W. Peter Carter, mortgage comptroller, Royal Bank of Canada, Montreal; Robert Campeau, president of Campeau Construction Co., Ottawa; Dr. James Gillies, dean of the graduate school of business, York University, Toronto; and C. E. Pratt, an architect in the firm of Thompson, Berwick, Pratt and Partners, Vancouver.

Findings and recommendations of the Task Force are expected to be made public early in 1969.

EDMONTON OMNIPLEX

Edmonton citizens have voted 2 to 1 in favour of building Omniplex – a combined sports stadium, trade show and convention complex – expected to make that city western Canada's leading conference centre. Proponents estimate Omniplex will speed city core revitalization, bring an additional five million dollars worth of business annually and create 350 new jobs.

Proposed Edmonton Omniplex



HIGH ON HOUSING

"Real estate is among the best investments on earth," says Brian R. B. Magee, president of the Toronto Real Estate Board.

Certainly this is true in booming Toronto, where houses have just about doubled in price in the last 15 years. TREB figures show that the average selling price of a home in Metro Toronto in 1953 was $14,424. In June, 1968, it was $28,131.

Mr. Magee maintains that, contrary to the popular view, houses are not being priced out of reach of the average Canadian. In support of this statement, he quotes these statistics: the average price of an NHA-financed bungalow increased from $14,044 in 1957 to $18,529 in 1967, while personal disposable income per capita increased from $1,281 to $2,044 in the same decade. The 59.3% increase in "disposable" income was almost double the 31.9% rise in house costs.

To back up this real-estate man's assessment of the housing situation, Mr. Magee relates the following: "Recently a Scarborough builder decided to experiment with the market by providing houses the "working man" could afford. He built a dozen or so minimum houses – just one bathroom and so on. He sat back waiting for the lineup. Pretty soon it become obvious there were few takers. So he had to invest money in expensive frills to dress them up, raise the price $5,000. Soon he was sold out. The moral is that Canadians insist on being among the best-housed people in the world."

This may be true, but thousands of frustrated urban home seekers who can't afford to break in on this investment bonanza might disagree.

PLANNING VACANCIES

Charge for advertisements: $25 per insertion to CPAC sustaining members, $40 per insertion to non-members.

ALBERTA DEPT. OF MUNICIPAL AFFAIRS,
Planning Branch,
Edmonton, Alberta, Canada

The Department of Municipal Affairs has two vacancies on the professional staff of the Planning Branch, Research Division. Both positions offer a broad challenge to qualified individuals who are interested in personal achievement and professional development.

Planning Supervisor

Assumes supervisory and advanced professional responsibilities in urban and regional planning research, and co-ordinates work of subordinate technical personnel. Formulates major plans for the orderly development of urban and rural communities and regions. Requires experience in responsible planning position. University graduate in urban and regional planning or an equivalent combination of education and experience. Salary $8,580 – $10,860. Starting salary commensurate with qualifications. Competition No. 1202-1.

Planning Officer

Performs professional work in urban and regional planning; planning research and assistance on plans and specific schemes for urban and rural communities and for regions. Candidates will be University graduates in urban and regional planning, architecture, engineering, economics or other fields related to planning. Salary range $7,140 to $9,420. Starting salary commensurate with qualifications up to $7,860. Competition No. 1201-1.

For details and application forms, write or apply to the Personnel Administration Office, Room D 203, Terrace Building, 106 Street and 96 Avenue, Edmonton, Alberta, Canada.

BOROUGH OF ETOBICOKE

The Borough of Etobicoke, a Metropolitan Toronto municipality with a population of 270,000 requires a

Planner

A degree in planning or related discipline, T.P.I.C. membership and some experience preferred. Ability to write reports essential. Depending upon qualifications and experience, responsibilities will vary from zoning administration and by-law revision to the preparation of comprehensive plans and reports.

Starting Salary Range – $8,535 – $9,815; subsequent range $10,210 – $10,995 on merit basis. Standard fringe benefits.

For further details and application, please contact: G. G. Muirhead, M.T.P.I.C., Director of Planning and Secretary-Treasurer.

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Nova Scotia	Prof. A. J. Donahue	Mr. A. D. Grayston	N.S. Division, CPAC, P.O. Box 211, Halifax, N.S.
Newfoundland	Hon. Mr. Justice J. Higgins	Secretary – Miss C. Corbett	Newfoundland Division, CPAC, Court House, Duckworth Street, St. John's Newfoundland.

CPAC NATIONAL LIBRARY

These recent additions to the bookshelves of CPAC's National Library, and many others of interest to community planners, are available to Association members on a one-month loan basis. Books and reports will be sent by mail on the understanding that return postage will be paid by the borrowers. Accession lists will be provided free on request.

A.N4 *Relocation in Urban Planning: From Obstacle to Opportunity,* by Paul L. Niebanck, assisted by Mark R. Yessian. The problems of displaced elderly persons in American cities, with suggestions on how existing programs should be developed with reference to income, housing, and psychological needs. Environmental Studies Series, University of Pennsylvania Press, 1968, pp. 123.

B.D5 *Pollution, Property & Prices,* by J. H. Dales. An essay in policy-making and economic solutions to the problems of pollution. University of Toronto Press, 1968, pp. 111. Paperback.

B.E3 *Fifth Annual Review,* Economic Council of Canada – The Challenge of Growth and Change, pp. 215. Queen's Printer, September 1968.

D.H6 *Urban Planning in Pre-Columbian America,* by Jorge Hardoy. Description of many regional capitals in which there clearly existed a decision-making apparatus. Planning and Cities Series. George Braziller, New York, 1968, pp. 115. Illus.

D.F2 *Village Planning in the Primitive World,* by Douglas Fraser. Planning and Cities Series. A study of examples from the simplest to the most sophisticated village planning in the traditional societies of Africa, S. E. Asia, Oceania, and the New World. George Braziller, New York, 1968, pp. 119. Illus.

D.L2 *Cities and Planning in the Ancient Near East,* by Paul Lampl. Planning and Cities Series. A survey of the legendary cities of Mesopotamia, Egypt, Armenia and Persia. George Braziller, New York, 1968, pp. 120. Illus.

D.S9 *Medieval Cities,* by Howard Saalman. Planning and Cities Series. A history of urbanization from biblical times to the present. George Braziller, New York, 1968, pp. 127. Illus.

E.G7 *Planning the Canadian Environment,* L. O. Gertler, Editor. A treatment of planning issues relevant to the Canadian scene for the teacher, student, and man of affairs, by contributors actively and deeply involved in the planning function. Harvest House Ltd., Montreal, 1968, pp. 320.

E.K6 *Project Romulus.* Anthony Kettaneh, Editor. An adaptable high-density urban prototype. Student project in Systems Engineering. The M.I.T. Press, Cambridge, Mass., 1968, pp. 229.

REPORTS:

Planning 1968. Selected Papers from the ASPO National Planning Conference, San Francisco, May 4-9, 1968. American Society of Planning Officials, Chicago, 1968, pp. 322.

How Planning Works in our Communities, Central Ontario Joint Planning Board brochure, 1968.

Potash Community Study. Report prepared by Associated Engineering Services Ltd., Hillis/Hickling – Johnston and Makale, Holloway & Associates Ltd., and commissioned by the Department of Municipal Affairs, Province of Saskatchewan, 1968, pp. 85 and Appces.

Urbanization: Development Policies and Planning. International Social Development Review, No. 1. Department of Economic and Social Affairs, United Nations, New York, 1968, pp. 130.

Issued by and available from the City of Edmonton Planning Department, City Hall, Edmonton:

Coliseum Trade Centre Domed Stadium. Research Report No. 6, 1968, pp. 38.

Mobile Homes in the Urban Environment. Research Report No. 7, 1968, pp. 42.

New Communities: One Alternative – A Harvard Study of a New City, pp. 76. Harvard Graduate School of Design, Harvard University, Cambridge, Mass., 1968. Plus the proceedings of the 12th Urban Design Conference, pp. 125.

These three documents were prepared by the Lower Mainland Regional Planning Board, New Westminster, B.C.:

Our Southwestern Shores. A report on the shoreline and foreshore areas from Point Grey to Peace Arch, including Sturgeon Bank, Roberts Bank, and Boundary Bay, 1968, pp. 56.

Submissions to the August 28 Public Hearing on the proposed B.C. Hydro Rail Route from Matsqui to Roberts Bank, 1968, pp. 59.

Rail Service to the Roberts Bank Port Facility – A proposal presented within the Perspective of the Overall Planning for the Lower Mainland Region, 1968, pp. 30.

POSTSCRIPT

PINPOINTING POVERTY as a major problem in Canada was the prime objective of the Economic Council's Fifth Annual Report this fall. To regular REVIEW readers, it came as no surprise to learn that fully one quarter of Canada's population today exists at an economic level below the poverty line. Dr. Albert Rose, in the lead article in Vol. 18 No. 2 of the REVIEW made this very clear—going on to say that the majority of Canadians are concerned about rectifying this situation.

Members of the Community Planning Association of Canada have particular reason to be concerned. Last year we adopted as our long-term objective "to improve the quality of the environment in which people live". This fall we chose as our national theme for 1969 the phrase "building human values into the community".

What can we, as an Association, do to help achieve these high-sounding goals? Possibly we should do more than we have done to:

1. Support an all-out domestic war, not just on poverty, but on discrimination, on bad housing, on unemployment, on "powerlessness" and alienation.
2. Investigate the degree to which our individual communities share in these national problems. If you are quick to reply, "We don't have those problems," think again. Any community that has a substantial minority population living apart and at a noticeably lower economic level has within it the seeds of disorder.
3. Influence other citizens' groups—churches, businesses, clubs, labour unions—to take a more direct role in removing the causes of proverty. Business is in a particularly strategic position to help. It controls most available jobs—the indispensible key to better lives for the urban poor.

The federal government has pledged itself to create in Canada a "just society." Announcing that one of its immediate goals is to tackle the problems of housing and urban development, it set up a "task force" which for weeks has been touring the country seeking solutions. Governments alone cannot solve these problems.

We know from practical experience the bureaucratic process moves slowly. Legislation and its resulting administrative machinery won't bring about the necessary changes in society, unless concerned Canadian citizens voluntarily work to improve the living conditions of individuals less fortunate than themselves. Surely, that's what building human values into the community is all about.

A.T.P.

Sincere Christmas Greetings and Best Wishes for the New Year to all REVIEW readers from the staff at CPAC's National Office.

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